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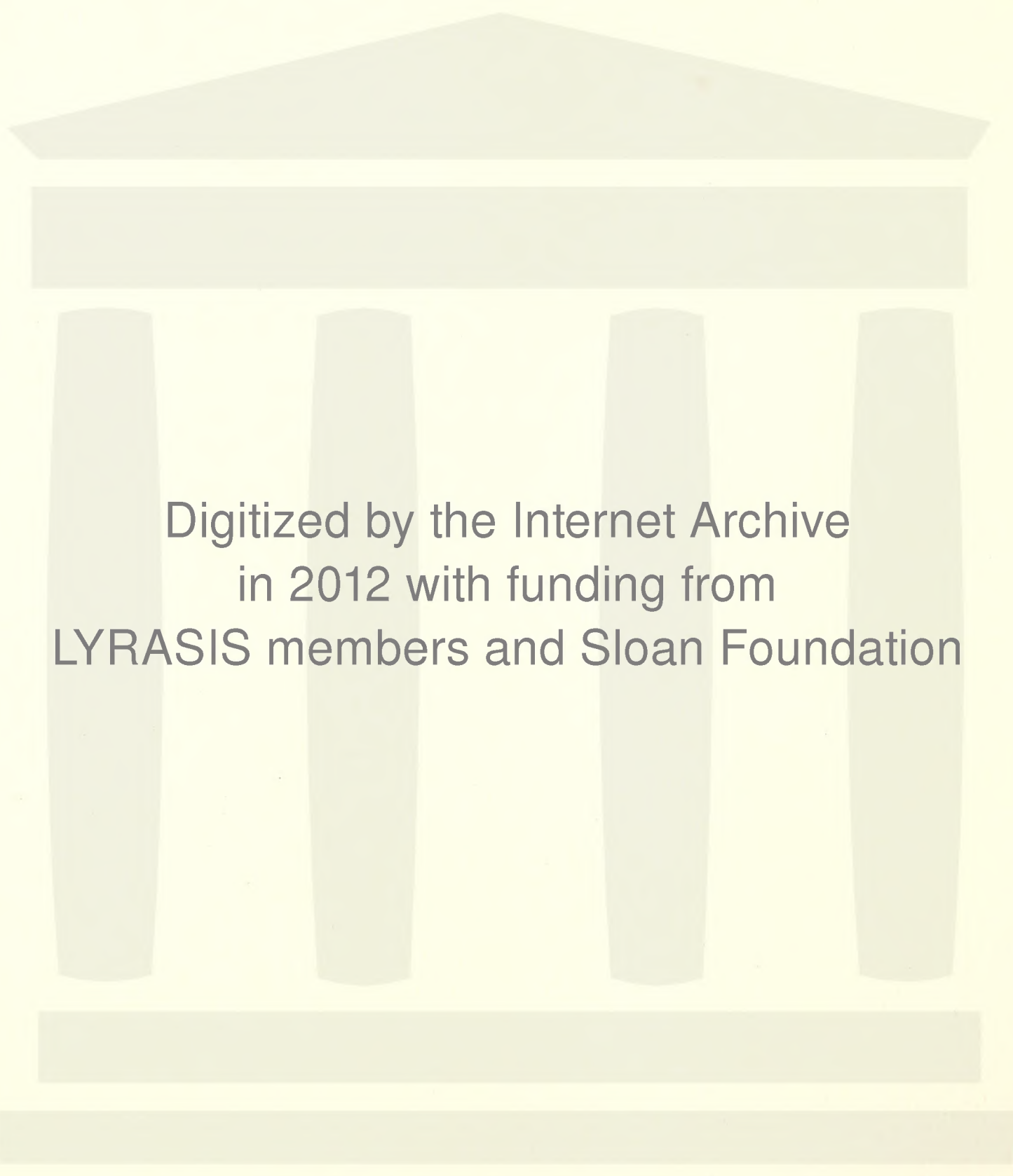
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OVERALL ECONOMIC DEVELOPMENT PLAN

Eastern Band of Cherokee Indians



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OVERALL ECONOMIC DEVELOPMENT PLAN

EASTERN BAND OF CHEROKEE INDIANS

CHEROKEE, NORTH CAROLINA

September 1976

INTRODUCTION

The scope and responsibilities of the Cherokee planning and development program has grown with the complexities of Reservation life and it has become involved with numerous other arts, professions and sciences in the effort to achieve its objectives. Reservation planning and development not only concerns itself with the planning for and development of the economic factors, but must be deeply concerned with the improvement of conditions of Tribal life and well-being of its members.

Many services and facilities will need to be expanded and added to satisfy the growing Tribal population and increasing tourist industry. Through sensible planning and arranging of the physical, residential, commercial and industrial parts of the Reservation; developing each section to standards of space consonant with health, safety, and environmental factors, the land shortage will be minimized in its impact on future development. Amidst this maze of economic development, the Tribal planners and developers must be equally concerned with preserving Tribal culture and tradition. The culture and Tribal ways of the Cherokees cannot be sacrificed for the sake of economy; yet the impoverishment of the Indians requires industry and businesses which will provide jobs and a stimulus to the economic welfare of the Tribal members on a year-round basis.

It is only with the greatest concern, careful deliberations, and wise decision making of the Tribal Leaders that the Eastern Band of Cherokee Indians has thus far been able to accomplish

great strides in economic development through careful planning and yet maintain the character of their culture and traditions, preserve the beauty of the Reservation, and integrate the social, cultural and economic development into a natural harmony.

Cherokees are naturally concerned with the operation and progress of their government and it is a great deal due to the involvement and participation of each Tribal member with the planning and development process of the Eastern Band of Cherokee Indians that the process is progressing with its degree of success. The following text will describe in detail past accomplishments and the plans and goals for the future development of the Reservation of the Eastern Band of Cherokee Indians.

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CHAPTER I

THE TRIBAL ORGANIZATION RESPONSIBLE FOR THE OEDP ACTIVITY

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CHAPTER I

THE TRIBAL ORGANIZATION RESPONSIBLE FOR THE OEDP ACTIVITY

1. Tribal Council - Legislative and Quasi-Judicial

In Section 22 of the Cherokee Charter, as amended, and since at least 1896, the management and control of Tribal lands and property has been the responsibility of the Cherokee Tribal Council. The management of both the real and personal property of the Eastern Band of Cherokee Indians is placed in the hands of the Tribal Government. (See Charter at the end of this Chapter).

The Government consists of the Tribal Council and the Executive Department. The Tribal Council has twelve members who are elected for two-year terms. The Tribal Council appoints its own officers, including a Chairman, a Vice-Chairman, both Indian and English Clerks, an Interpreter, a Marshall, a Messenger, a Janitor and an Administrative Assistant.

2. Executive Department

The Executive Department consists of a Principal Chief, a Vice Chief, and an Executive Advisor. The Principal Chief and Vice Chief are elected for four-year terms (at large) by those Tribal members eighteen years of age and over. The Executive Advisor is appointed by the Principal Chief and his appointment is ratified by the Tribal Council.

The Tribal Council is basically a legislative body, however, their authority to manage and control the property of the Band also places them, on numerous occasions, in the position of carrying out judicial type functions, especially in relation to land

matters. In addition to the responsibilities outlined in the amended Charter, its special relationship with the Federal Government due to the trust status of the land and the Eastern Band's recognition as an Indian Tribe under the Indian Reorganization Act, gives it legislative type jurisdiction over a variety of other matters. In exercising its responsibilities, the Tribal Council is relied upon extensively for work and decisions for the Band in specified areas.

The Executive Department also functions as an Executive Committee under the direction of the Principal Chief. It is charged with carrying out the rules, regulations, and other actions of the Tribal Council which are not specifically assigned to some other committee. They also keep the Tribal Government functioning on a day-to-day basis when the Tribal Council is not in session.

3. Planning Board

In 1964, the Tribal Council created a Planning Board known as the Planning Board of the Eastern Band of Cherokee Indians which was to establish an on-going planning process and develop the necessary planning documents. This process was to be accomplished in a continuous series of phases and purposes:

- a. Accumulate and analyze all existing data. Analysis of these data will reveal the strengths and weaknesses and provide a basis for forming plans and development projects.
- b. Identify problems, deficiencies, and potentials. Critical problems and deficiencies will come to light during

the analysis of the economic status of the Tribe. Their causes and effects will be discerned and, when possible, measured in quantified terms.

c. Establish goals. By formulating goals, three things will be accomplished:

1. Intelligent planning will be possible by creating "targets" toward which efforts can be directed.
2. It provides a means of measuring effectiveness of actions undertaken.
3. Formulating goals lets the people of the Eastern Band of Cherokee Indians know what the Planning Program is trying to achieve.

d. Review current planning and development efforts.

Because the many agencies and organizations will already have started many programs and projects significant to planning and development of the total Tribal program, recognition must be given to their contribution to achieving Tribal goals in order to avoid duplication. Moreover, the efforts of these organizations must be coordinated with other bodies.

e. Discover project opportunities. A project is a specific activity for accomplishing one or more goals. It involves particular events, persons, timing, location and costs. Since projects are the major means for achieving goals, they are vital elements in planning.

f. Analyze individual projects. Each project under consideration must be analyzed to determine:

1. The nature of its benefits.
 2. Which goals those benefits would serve.
 3. The length of time needed to produce those benefits.
 4. Project costs.
 5. Project's overall feasibility.
- g. Formulate the "Planning Documents". This step involves deciding which particular projects are most important to the Tribe and, therefore, should be given highest priority in the Planning Documents. It will result in a ranked list of specific projects with relative priorities attached to each of them. Total costs of the highest priority projects should be consistent with the economic and other capabilities of the Tribe as supplemented by State and Federal assistance. Such a quantified priority list of projects will constitute the heart of the Tribe's "Planning Process."
- h. Encourage program implementation. The best possible plan is a failure unless actions are initiated to produce the desired results. Since the planning agency lacks the authority to carry out individual projects, it must rely on stimulating others to act. In order to make the task more productive, a close relationship must be maintained with representatives of all groups during the program formation stages. The Planning Documents will reflect the needs, goals, objectives and ideas of the people it will affect, and not just be a plan formulated by the design of the planning agency staff.

To monitor implementation activities, it will be necessary to provide for constant feedback from the executors of individual projects to the planning agency staff.

1. Evaluate program effectiveness. Evaluation consists of comparing the results of actions with the goals they were intended to achieve. For evaluation to be meaningful, it should be based on measurable standards, rather than general impressions. A sound method of evaluation is crucial, and will be used. As conditions will change, goals and projects must be changed accordingly.

The "Planning Process" has been closely adhered to by the Cherokee Planning Board and the Planning and Development Staff. Other programs and organizations on the Cherokee Reservation have seen the benefit of following an established workable procedure as this and have adopted similar processes.

4. Tribal Planning and Development Department

The Cherokee Tribal Planning and Development Department consists of a small staff of three persons, the Tribal Planner, who directs the program, a Human Resource Specialists, who works under the direction of the Tribal Planner and a Secretary who is assisted by a CETA Worker.

The Tribal Planner is responsible to the Tribal Planning Board and Tribal Council for implementation, follow through, and for periodic reports to the Planning Board, Tribal Council, and the Reservation Citizens.

5. Organization Authorized by the Tribe to Handle its OEDP Activity.

The Tribal Planning Board, appointed by the Tribal Council approves the OEDP and recommends it to the Tribal Council who then officially adopts the OEDP. The Tribal Planning Board consists of both elected officials and representatives from various dominant groups on the Reservation. The Planning Board reviews and approves the document in light of its impact upon the people it represents. Goals and priorities within the OEDP are explained at public meetings held within the communities of the Reservation. The purpose of these hearings is to review past goals and accomplishments and to obtain the input of citizens in the setting of new goals. The Executive Department oversees the day-to-day operation of all planning and development activities.

6. Organization Chart of the Tribal Government.

On the following pages, is outlined a Tribal Organization Chart of the Eastern Band of Cherokee Indians. It shows how the government is set up, where the voters of the Tribe are initially involved, Council employees, basic election information and some of the more important administrative committees and their authority and duties. A list of the Tribal Council, Executive Committee, and Planning Board members and officers is listed below. The addresses are not included as all receive their mail at the Council House, P. O. Box 455, Cherokee, North Carolina 28719. Also is listed the Administrative Committees and other Committees created to implement specific projects and lastly the Tribal Enterprises:

**EASTERN BAND OF
CHEROKEE INDIANS
TRIBAL GOVERNMENT
ORGANIZATION CHART**

VOTERS OF THE TRIBE



5. Organization Authorized by the Tribe to Handle its OEDP Activity.

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EASTERN BAND OF CHEROKEE INDIANS TRIBAL GOVERNMENT ORGANIZATION CHART

VOTERS OF THE TRIBE

TRIBAL COUNCIL

Yellowhill Settlement . . . 2 Members
Big Cove Settlement . . . 2 Members
Birdtown Settlement . . . 2 Members
Wolfdown Settlement . . . 2 Members
Painttown Settlement . . . 2 Members
Cheoah Settlement 2 Members

12 Members — 6 Settlements . . . Sec. 1
Elected for 2 year term Sec. 2
Election 1st Thursday in Sept.
in applicable year Sec. 4

Employees Appointed by Council

English Clerk
Interpreter
Messenger
Office Manager

Indian Clerk
Census Clerk
Marshall
Janitor

Principal Chief - Vice-Chief . . . Sec. 1
Election for 4 year term Sec. 2
Election 1st Thursday in Sept.
in applicable year Sec. 4
1 Associate (Executive Adviser)
nominated by Principal Chief Sec. 6

Executive Committee

Auth. Sec. 6
Consists of: Prin. Chief, Vice-Chief, and Associate.

Duties: To perform necessary administrative functions when Council is not in session, and other duties that Council may direct.

Tribal Business Committee

Auth. Council Minutes of 2-5-24. Also Sec. 4 dated 6-18-35.

Consists of: Prin. Chief, Vice-Chief, Associate, Council Chairman, & Agency Superintendent.

Duties: Works closely with the Tribal Council, Lands Committee, and the Real Property Management branch of the Cherokee Agency, largely on matters relating to All Land Transfers, Leases, Rentals, Land Disputes, Wills, Possessory Assignments, Surveys, and Council Resolutions pertaining to any of the above are handled between these offices.

Community Services Committee

Auth. Res. 5-1952 amended by Res. 36, 1953.

Consists of: Prin. Chief, Vice-Chief, Associate & 4 members appointed by Council.

Duties: Shall approve expenditures for Community Services operations in accord with Council approved budget. Council appoints director & employees; appoints other personnel.

Tribal Credit Committee

Auth. Plan of Operation approved 1956 on credit activities.

Consists of: Membership appointed by Business Committee. By tradition Business Comm. has also acted as Credit Comm.

Duties: Responsible for management of all credit operations of the Band. Responsible for the following: Business Affairs; Boundary Tree, Water & Sewer, Fish & Game Management.

Enrollment Committee

Auth. Fed. Register 14-59, Vol. 24, No. 5, Page 201-203, 47:13.

Consists of: 3 members appointed for 3-year terms by Tribal Council.

Duties: Review all applications to determine qualifications for enrollment. Other duties directed by Council.

Qualla Housing Authority

Auth. Res. 487 (1962)

Consists of: Council selects Board of 7 Commissioners to manage the Authority for 4-year terms.

Duties: Alleviating acute shortage of decent, safe and sanitary dwellings for low income families, providing employment through construction, improvement, alteration, and management of low income housing.

Planning Board

Auth. Res. 506 (1962).

Consists of: Council appoints 9 persons for 5-year terms.

Duties: Serve without pay except for expenses. Shall exercise all of the powers, authorities & duties as are granted to or imposed upon Planning Boards which are created by cities & towns within the State of N. C.

Land Committee

Auth. Res. 520 (1962).

Consists of: 3 members and 3 alternates appointed by Council.

Duties: To make settlement of boundary line disputes between members of the Band. This is in connection with land survey being conducted by Cherokee Agency and as directed by Tribal Council.

Law & Order Commission

Auth. Res. 3-S (1969).

Consists of: Tribal Attorney, Tribal Planner & 1 from each Community Club.

Duties: Study law and order conditions and work toward formulating a permanent plan for law enforcement on the Cherokee Reservation.

Roads Committee

Auth. Res. 195 (1969)

Consists of: 6 members.

Duties: To make careful studies of road conditions & plan to construct part to the conditions which may be beneficial to the development of the Reservation lands. Sets priorities for road construction activity.

One Feather Committee

Auth. Res. 75 (1969)

Consists of: Editorial Board, Managing Editor and Circulation Manager.

Duties: The purpose of the One Feather is to disseminate information concerning tribal affairs to the tribal members and to the general public, and be empowered to employ a managing editor, with preference given to qualified members of the Eastern Band.

Health Board

Auth. Res. 340 (1970).

Consists of: 4 members of Council & 1 representative from each Community.

Duties: Work with P.H.S. to improve the sanitation & health conditions on the Cherokee Reservation.

Advisory School Board

Auth. Res. 434 (1970).

Consists of: 3 members of Council and 1 representative from each Community.

Duties: To exercise leadership in providing educational programs for Cherokee children and for the Community as desired and needed.

EXECUTIVE COMMITTEE

John A. Crowe, Principal Chief
Alvin Smith, Vice Chief
Jerome Parker, Advisor

TRIBAL COUNCIL

Jonathan L. Taylor, Chairman-Wolftown
Dan McCoy, Vice Chairman-Birdtown
Joe Bradley-Wolftown
Gerard Parker-Painttown
Newman Arneach-Painttown
Bertha Saunooke-Yellow Hill
Roy Blankenship-Yellow Hill
John Standingdeer-Big Cove
Wilbur Sequoyah-Big Cove
Thomas Lambert-Birdtown
Bailey Coleman-Cherokee County
Gilliam Jackson-Snowbird

CHEROKEE PLANNING BOARD

Dan McCoy, Chairman
Bertha Saunooke, Vice Chairman
Jonathan L. Taylor
June Maldonado
Frell Owl
John A. Crowe
Jim Cooper
Arnold Wachacha
Thomas Lambert

Administrative Committees

1. Aid to Tribal Government Committee
2. Budget Committee
3. Burial Insurance Committee
4. Business Committee
5. Cherokee Advisory School Board
6. Cherokee "One Feather" Committee
7. Cherokee Tribal Community Services Committee
8. Credit Committee
9. Credit Union Board
10. Credit Union Credit Committee
11. Credit Union Supervisory Board
12. Code of Ordinances Committee
13. Enrollment Committee
14. Health Advisory Board
15. Housing Committee
16. Industry Committee
17. Land Claims Committee
18. Land Committee

19. Law and Order Commission
20. Manpower Committee
21. Museum Board of Directors
22. Neighborhood Youth Corp Committee
23. Office of Native American Programs Committee
24. ONAP Personnel Selection Committee
25. Qualla Housing Authority
26. Resolution Committee
27. Roads Committee
28. Social Services Committee
29. Timber Committee
30. United Southeastern Tribes - Delegation
31. Water and Sewer Rate Commission
32. Wildlife Committee

Other Committees

1. Better Home and Community Committee
2. Business Development Committee
3. Cherokee Action Committee for Foster Children
4. Cherokee Indian Recreation Commission
5. Cherokee Civil Defense Agency
6. Constitution Committee
7. New Hospital Committee
8. Public Relations Board
9. Resource Development Committee
10. Small Business Development Center Committee
11. Tribal Public Relations & Travel Promotion Board

Cherokee Tribal Enterprises

1. Boundary Tree Complex
 - a. Motel - Lodge
 - b. Dining Room
 - c. Restaurant
 - d. Service Station
2. Fish and Game Management
 - a. Fish Program
 - b. Wildlife Management Program
 - c. Mingo Falls Campground
3. Water and Sewer Enterprise

7. Other Organizations

In addition to the above organizations is a complete network which is totally independent from the Tribal Council and the

Executive Committee which makes up a system through which information can be received and disseminated - this is the Community Clubs which collectively make up the Community Club Council. It is through the Community Clubs that citizen participation takes place and also the means for having public hearings. The Community Club Council serves as an advisory board to the Tribal Council in letting them know how the Tribal members feel, usually when something is needed or if the people of the communities are under the impression that something is amiss. The Community Clubs and the Community Club Council serve as many things including checks and balances for the Tribal government, a sounding board for plans and projects proposed, a system for determining needs and priorities and an evaluation determination as seen through the eyes of the Tribal members.

There are other organizations on the Cherokee Indian Reservation that serve very important functions in the planning and development process and deserve considerable recognition. These organizations are not tied to the Tribal government or to the Community Club network but function in close working relationship for the upgrading and well-being of the citizens and their environs:

1. Cherokee Chamber of Commerce
2. Senior Citizen Clubs
3. Save The Children Federation
4. Rescue Squad
5. Sheltered Workshop
6. Qualla Arts and Crafts Mutual
7. Cherokee Fall Festival
8. Cherokee Boy's Club
9. Cherokee Historical Association
10. Cherokee Post-Veterans of Foreign Wars

8. Programs.

Cherokee has a long list of operating programs, each of which serves in a different capacity to benefit the Cherokee people.

Those currently functioning on the Reservation are:

1. Bureau of Indian Affairs
2. United States Public Health Service, Indian Health Service

The Bureau of Indian Affairs and the United States Public Health Service, Indian Health Service are two contributors to the total planning and development process that in order to do justice to their impact would require a complete report for each of them. We will not cover their contributions in great detail but will recognize their input on specific projects and touch on their contribution to the economic, health, educational, cultural and social advancement of the Eastern Band of Cherokee Indians.

3. Tribal Finance Department
4. Enrollment
5. Cherokee "One Feather"
6. Cherokee Tribal Community Services
 - a. Police Department
 - b. Fire Department
 - c. Sanitation Department
 - d. Street Light Department
7. Qualla Civic Center
8. EDA Title X Program
9. Indian Action Team

10. Business Development Office (OMBE Funded)
11. Aid to Tribal Government Program
12. Comprehensive Employment and Training Act Program
13. Qualla Indian Boundary Projects - ONAP
 - a. Senior Citizen's Programs
 - b. Warriors Woodcrafts
 - c. Head Start Program
 - d. Cherokee Star Program
14. Cherokee Follow Through Program
15. Tribal Health Coordinator Program
16. Otitis Media Program
17. Public Health Nursing
18. Cherokee Mental Health and Rehabilitation Program
19. Community Health Representatives
20. WIC Nutrition Program (Women, Infants and Children)

For a successful Overall Economic Development Program to function on the Reservation it requires a close coordination of all the above listed committess, organizations, programs, etc., and participation of each and every one in the planning and development process of the Tribe. They have made their contributions in great amounts to the OEDP and seldom are given any recognition, as their mention here is unjust in relation to contribution. Church groups, womens clubs, youth organizations and various other gatherings too numerous to be included here have all performed many projects, activities, and services for the betterment of the Reservation, and the total Overall Economic Development Program.

CHAPTER II

HISTORIC ASSESSMENT OF PAST DEVELOPMENT EFFORTS

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CHAPTER II

HISTORIC ASSESSMENT OF PAST DEVELOPMENT EFFORTS

1. Beginning of Changes

Changes in economic integration are at once the most obvious and the most fundamental of all of the changes that the Cherokee society has undergone in the last one hundred and fifty years. The transformation of the people from a partly hunting and partly agricultural group of warriors into a sedentary and totally agricultural population was a most notable event. The more recent transformation from an agricultural population to an industrialized and business oriented society is phenomenal.

The first things to be introduced among the Cherokee were improved weapons and cutting tools of metal for old time stone and bone implements. These importations began as early as 1700. White traders began to infiltrate into the country and to bring in white agricultural complexes as well as trinkets, whiskey and guns. These traders took native wives and settled in the country. Their mixed descendants soon became the ruling class in Cherokee society and exerted an enormous influence in the changing of the native culture through political leadership. These mixed families engaged in stock raising and the typical pioneer industries of the white colonial English settlers. (Mooney, 1900, pp 213-214).

The dates of introduction of the various white culture traits are not precisely known but are approximately typified as 1700 or 1710 for guns, and 1740 for horses. In later years a horse trail was opened between what later became Augusta, Georgia and

the Cherokee country. By 1760 horses had become exceedingly numerous and by 1775 every man had at least from 2 to 12. The cow was said to have been introduced some time after the horse by Nancy Ward. The hog was probably introduced at the same time and bees were kept for their honey from as early a date. European fruits were cultivated early (pears were introduced in 1670), and potatoes and coffee were brought in during the eighteenth century. Spinning wheels and looms were first used shortly before the American Revolution, being brought in by an Englishman in 1770 who taught their use to his Cherokee wife. By 1791 ordinary English farming tools were in use and the plow in general demand for cultivation.

Total replacement was the order of the day. The early arts in shell, stone, and feathers seem to have vanished at the first contacts with the white men, and by the nineteenth century, of the older arts little more than split basketry and wood carving were retained. The ancient square house of poles was abandoned about the close of the eighteenth century for the log cabin of the white pioneer, which was retained with few exceptions until the late 1960's when the Tribe engaged in federal housing programs. (Featherstone Haug, 1847, p. 287; Lanman, 1849, p. 93). About the same time as he abandoned the house of poles, the Cherokee also took on the buckskin clothing of the white pioneers. The aboriginal moccasin lingered on until nearly the close of the nineteenth century (Ziegler and Grosscup, 1883, p. 15). The disappearance of deer and bear led to changes in the meat diet in favor of pork and beef. The original vegetable staples, corn and beans, were retained in the diet and supplemented only slightly by white man's food.

Gradually, the Cherokees became surrounded by a white man's world upon which they became partly dependent for the means of obtaining food, clothing, and shelter (Gude, ms., Section on Culture Contrasts). Their own cooperative efforts became gradually more and more obsolete. By the end of the nineteenth century the neighborhood cooperatives had become almost extinct. All trade had to be carried on in terms of white man's currency instead of the skins and textiles formerly used as medium of exchange and standard of value. Cherokee boys grew up to learn white man's trades. White markets were the only ones to take their produce of the farm, pasture or the forest.

Finally, a more subtle and far-reaching influence began to make itself felt in the economic life. The white man from the first had tended to change the natural as well as the social environment of the red man. As the exploitation of the natural resources of the southern Appalachians became more thorough, the whole system of economy of the Cherokee was removed from his life. The wild game disappeared and little was left outside of a few rodents and small birds. Fishing became less remunerative and subject to all sorts of restrictions. Even the Cherokee's efforts to adopt live stock were subjected to hampering regulations. Lumbering interests came into the area from the north and bought up timber rights, with the result that huge areas became denuded of all trees. Mining and chemical interests dug into the ground and poisoned the plants over vast areas as well

as polluting the streams. Finally, the water power interests came upon the scene and dams began to be built across the valleys, and lakes appeared where formerly small Cherokee homesteads had stood. Electric power became common in the towns nearby. The spread of communication and transportation had completed the havoc with the native culture. In the middle nineteenth century came the steam railroads and logging trains and in the twentieth century came the automobile and tourists with their demand for "Indian relics." In 1942 the first telephone line was laid into the secluded valley, Big Cove, for the benefit of the Government forest-fire fighters.

2. The Gadugi

Typical of the changes that took place in the native economy is the example of the cooperative companies or gadugi. Butrick describes the people of the village community as cooperating in each others fields in cultivation under the direction of a head man whom they had selected from among themselves. A century later F. Starr, while sojourning among the Cherokees, found the gadugi virtually unchanged from the condition in which they were described by Butrick (Starr, 1899, ch. 21, pp. 140-147). But about this time there commenced a rapid series of changes in this institution. The gadugi began to hire out its services to white people at fixed rates by the day and became in effect an ordinary labor gang. This change in function led to a dependence on white people for wages and subsistence instead of a reliance of their own un-laid cultivation of the soil by mutual aid. Consequently, the gadugi came under the North Carolina regulations as to corporations

and became subject to taxation. Unable to meet the taxes from their earnings, the gadugi soon declined and mostly disappeared in the opening years of the twentieth century. To this decline the Cherokee attributes the reason for the disappearance of the once prosperous farms that used to dot the hillsides of their country. The place of the gadugi was somewhat inadequately taken by the Farm Organizations sponsored by the Indian Agent, Cato Sells. The farm organizations, one for each town, were designed to include all of the farmers of a given community in a cooperative effort to secure better crops through improvement of seed, cultivation methods, and the like.

The gadugi was but one of several forms of cooperation among the Cherokee which were gradually done away with under white influence. A similar case appears in the Poor Aid Society of Yellow Hill in the center of the Qualla Boundary. In the later nineteenth century, the American Government took over the work of the quakers in the education of the Cherokees and began an active program of bringing the younger generation into the Government day schools. In Yellow Hill a manual training course was established for the boys who were taught to make various handicraft objects. Among other things coffins began to be made at this school and soon the whole town was supplied from this source and the coffin maker lost his job. The office of the undertaker was also made less useful and the whole of the funeral functions of the Poor Aid Society vanished.

Soon the effects of the health and welfare service of the American Government made itself felt and the rest of the functions

of the Poor Aid Society vanished also. So, it came about that the cooperative and mutual aid among neighbors in sickness and death disappeared in favor of direct government aid in Yellow Hill. The same thing happened, only more slowly in the other towns of the reservations.

3. A New Economy

In 1929, while attending the University of North Carolina, (a Cherokee), Henry M. Owl, submitted a thesis to the faculty in which he described the then current economy:

"The main industry of the men consists of farming, lumbering and day laboring on public works. The women make a great number of baskets, pottery and bead work.

The farming among individual families is only on a small scale as the country is too hilly and rough for extensive farming. Only about a tenth of the land is available for farming purposes. Corn is the main crop. The ordinary Indian fields average from two to five acres. Near each home is always a garden because cornbread, hominy, potatoes, beans, cabbage and onions, in their seasons, form the most important part of the Indian diet. Hogs are raised and form the meat diet. Beef is scarce among the Indians. Chickens can be seen in every farmyard. The Indians gather berries, grapes, apples and peaches in their season. In late years fruit growing has taken important strides as a phase of farming. A stranger visiting the reservation marvels at the absence of horses. Few Indians own horses today. About a half dozen teams of oxen are still to be seen plodding along the reservation roads hitched to wagons for hauling purposes.

The lumbering industry includes the cutting and hauling of railroad crossties, telephone poles and acid wood. It has been capably estimated that not less than \$30,000.00 worth of acid and pulp wood is cut and sold each year by the Indian from their own lands. For every tree that is cut from the Indian lands for sale, a stumpage fee of fifty cents is charged and placed to the credit of the general Indian funds. The cutting and shipping of telephone poles for sale has only recently begun. It was estimated that \$15,000 worth of poles was shipped out last year. The amount of sales for baskets,

pottery, beadwork and handicrafts made by the tribesmen such as bows, arrows, Indian spoons, walking sticks, etc., this year will reach nearly \$12,000, according to the clerks of the reservation stores (sales amounted to \$10,000 in 1927). The fact that the Smoky Mountain Park has been assured of permanency will increase the Indian's chances each year for better and bigger sales for their handicrafts, because the tourists will more and more visit the reservation as the Park develops."

4. The Economy Falls

Prior to 1940 some employment was available in the logging industry, but this was drastically decreased due to the establishment of the Smoky Mountains National Park. During World War II the war economy prevented mass deprivation but by the end of the War, the Cherokees were actually suffering. After World War II, while the Nation prospered, conditions of the people of the Cherokee Reservation and the counties surrounding continued to decline.

The year 1955 saw the Cherokee reach the lowest ebb in economic deprivation. Practically no employment was available during the winter months and in addition, the boarding schools had closed and the children were in their homes the year round for the first time in many years of Cherokee history. As late as 1960, the per capita income of the six Western North Carolina counties was \$836 as compared to \$1,169 average for the State of North Carolina and \$1,901 for the nation. The Indian's plight was considerably worse, even in this depressed area.

Cherokee was relatively undeveloped up to the year 1944 when a limited amount of development occurred based on tourist influence. It was not until the period 1949-1954 that any further development activity took place and even then it was insignificant.

At the close of World War II the Cherokees were still largely dependent on agriculture and sale of timber resources for support. These sources proved totally inadequate to support a reasonable standard of living for all the Cherokee people.

The first outside source of additional substantial income was developed with the growing tourist trade commencing in the late 1940's and has continued at an accelerated pace in the succeeding years. This did provide welcome seasonal employment. However, the members of the Band were largely handicapped particularly in the early years of this development because of lack of capital and inadequate means of obtaining credit, problems relative to leasing and use of land, and the lack of managerial skills among all but a few of the Cherokee people.

The 1950's brought a devastating blow to all Indian Tribes by way of the threat of termination. For nearly ten years tribes were pressured to liquidate assets, credit funds were denied and in general all progress was halted. A pronounced example of the failure of termination is the unforgettable disaster of the Menominee Tribe of Wisconsin. A once self-sufficient tribe under federal protection, having once terminated, dropped to the lowest condition of indigence in a matter of months. (Whenever a tribe has been terminated all federal assistance stops). By 1955 the threat of termination had begun to subside. The Bureau of Indian Affairs then established an Industrial Development Branch Program that worked with the Tribal leaders to bring job producing industries to Cherokee.

5. Rebuilding the Economy

Boundary Tree was the first Tribal enterprise to be developed. It had its beginning in 1948 and was set up to provide work and training for returning servicemen. The Cherokee Historical Association established the Drama "Unto These Hills" in 1950 and the Indian Village in 1951; both are major tourist attractions which draw millions of tourists annually to the Qualla Boundary.

In 1956, the first light industry was established in Cherokee and it provided relief to many families then dependent on the seasonal tourist trade. The plant went by the name "Saddlecraft" for many years but later changed to "The Cherokees." The industry manufactures moccasins and a great variety of crafts for the sale in local shops and other craft shops nationwide.

White Shield (formerly Harn Corporation) established in 1959, was the next industry to locate in Cherokee.

Vassar Corporation was built in 1963 and was the last manufacturing plant of significant size to locate within the bounds of the Cherokee Reservation, this plant existed for about ten years and eventually closed. The facility is now closed and vacant.

A furniture plant under the name of Von Cannon located on non-Indian lands nearby in the early 1960's. It was to provide jobs for many Indian males, but the industry was not successful and the Tribe lost the \$50,000 it invested with the company. This is the only known outside Tribal investment in private enterprise and also the only known major investment loss.

The fundamental change in the economy from agricultural to

light industrial is depicted in the following brief chronology of major events. (Because the boarding school was engaged in agricultural production and students provided much of the labor under training classes, it is included in the listing).

6. Major Events Contributing to the Structure of Cherokee's Present Economy

<u>Year</u>	<u>Establishments</u>
1890	Bureau of Indian Affairs (Cherokee Agency)
1932	Cherokee Boys Club
1946	Qualla Arts & Crafts Mutual
1948	Boundary Tree Enterprise
1950	Drama "Unto These Hills"
1951	Cherokee Indian Village
1954	Boarding School (Abolished)
1956	(Saddlecraft) The Cherokees
1959	(Harn) White Shield
1961-62	First Union Bank
1962-64	Von Cannon Furniture
1963-64	Frontierland
1963	Vassar Corporation
1965	Federal Programs-(Beginning of)
1966	Santa Land
1967	First "National Franchise"
1973	Warrior Woodcrafts
1973	Holiday Inn
1974	National Franchise Campgrounds

Motels, restaurants, gift shops, service stations, grocery stores, and other small businesses had their beginning in 1945 and have gradually increased in number to approximately 250 in 1976.

The Tribe, with approval of the Bureau of Indian Affairs and with cooperation obtained from the North Carolina Legislature since 1952 has imposed a levy on retail sales on the Reservation to be used exclusively for the following purposes:

- (a) For paying the necessary expenses of administering and enforcing this resolution, including reasonable

expenses of the Chief and Vice-Chief, and reasonable compensation and expenses of any assistants employed in administering and enforcing this Resolution.

- (b) For providing law enforcement and promoting public safety on the Reservation, including reasonable compensation and expenses of a law enforcement officer or officers.
- (c) For providing and maintaining garbage collection and disposal system or systems in Cherokee Village and at such other places on the Reservation as may be designated by the Executive Committee.
- (d) For providing and maintaining a fire protection system on the Reservation.
- (e) For providing street lighting in Cherokee Village and at such other places on the Reservation as may be designated by the Executive Committee.
- (f) For providing such other sanitary facilities and services concerning public health as the Executive Committee may from time to time approve.
- (g) For providing recreation programs, equipment, and facilities for the benefit of members of the Eastern Band of Cherokee Indians."

(#5/1952, as amended by #414/1961 and #27-S/1967 later it was amended by #77/1967 to 5%)

From the year 1952 until the year 1970 the Tribal levy was 3% on all taxable sales. In 1970 it was raised to 4% with 3% going to the Cherokee Tribal Community Services and 1% is

designated to the Cherokee Tribal Council Fund for administrative purposes. On April 1, 1976, the Tribal levy was increased to 5% with the additional 1% being apportioned to 1/4 to Tourism Promotion, 1/4 to scholarships and 1/2 to a Tribal Reserve Emergency Fund. The tribal levy provides the major support for the Tribal government and is supplemented by a few leases on Tribal properties, lease percentages, stumpage and some various miscellaneous incomes.

The Tribal Government operates much the same way a municipal government would, but is burdened with many more complexities due to the land status and the legal status. No part of the lands owned by the Eastern Band of Cherokee Indians is incorporated as a municipality but the total is incorporated under the "Private Laws of the State of North Carolina - 1895." (Amended 1897 and 1899).

7. Assessment of Previously Established Needs (Goals)

1) Long range planning for an adequate industrial site to house existing and new industry:

- a. The planning has continued.
- b. The Tribe has purchased an area for industrial development.
- c. Warrior's Woodcraft Plant is currently under construction on the site. The construction provides employment for 37 Cherokees.
- d. A Land Development Plan has been adopted designating specific areas for industrial development.

2) Continue study of and develop plans for a golf course and winter activities area:

- a. Preliminary planning and feasibility studies are completed.
- b. Efforts continue to locate financial resources and/or developers interested in construction of these facilities. The success is hampered in realizing this goal due to the short term leases offered by the Tribe and also the unusually warm winters experienced in the past several years.

3) Assist Tribal members to plan for the development of their property:

- a. This is an on-going process that is meeting with much success.
- b. The Business Development Office established in Cherokee is able to give the personal attention needed in assisting Tribal members in planning their businesses and locating the needed financial assistance and direction in the paper-work involved.
- c. In a period of about three years, over 50 new businesses have located on the Reservation, most of them Indian owned and operated.
- d. A very large percentage of the businesses have either expanded or remodeled their establishments.

4) Assist Tribal members in improving their job skills through further education and training:

- a. At the direction of the Tribal Government, the Tribe's Planning and Economic Development staff planned,

wrote and submitted a proposal for the Manpower Training Act under Title III, Section 302 of the Comprehensive Employment Training Act. The proposal was funded and in complete operation currently, providing 127 training-job positions. Other CETA programs employ-train 30 additional positions.

- b. At the request of I.H.S., the Tribal Staff has completed and submitted a proposal for Cherokee Tribal Medical Aide Training Program. The Program provides for six month training for Nurses and Dental Aides who receive wages during the training period and also daily classroom instruction, which is conducted in the Cherokee Hospital and Out-Patient Clinic. There are eight employed in the program at present.
- c. The Tribe has set up an on-going array of numerous and various training courses and programs to assist Tribal members in improving their job skills providing the necessary training to enable them to operate their own businesses. Much of the training and education for improved jobs and skills has been through the cooperation of Southwestern Technical Institute at Sylva and Western Carolina University which gives adult night-instruction in the new high school. Some of the other programs involved in a form of on-the-job training are: the Office of Native American Programs, (Qualla Indian Boundary Projects); the Indian

Action Team, under the umbrella of the Cherokee Boy's Club; The Cherokee Boy's Club; The Aid to Tribal Government Program; and the Sheltered Workshop.

5) Continue development of studies, planning documents and guidance ordinances for existing and future land use development as well as the related management and human resource elements. Completed documents include the following:

a. Completed for Fiscal Year 1973-74

1. Bibliography
2. Population and Economy Study
3. Environmental Reconnaissance Inventory
4. The Impact of Land Tenure
5. Land Use Analysis and Initial Housing Elements
6. Index to Maps

b. Completed for Fiscal Year 1974-75

1. Land Development Plan
2. Commercial Areas Appearance Plan and Program
3. Index For Maps, Cherokee County Tracts (Supplement)
4. Health Evaluation
5. Police Manual
6. Personnel Policies
7. (Reprint of) Population and Economy Study (500 copies)

c. To Be Completed for Fiscal Year 1975-76

1. Industry and Labor Profile (currently being typed and graphics are being developed).
2. Health and Sanitation Code of Ordinances (Awaiting adoption of the Tribal Council).

3. Land Use Control Ordinance (first draft completed)
 4. Principal Chief's Report To The Citizens (completed)
 5. Brochure (15,000 copies telling basic facts about the Eastern Band of Cherokee Indians) completed
 6. Cherokee Service Unit Program Plan 1976-77 (completed)
 7. Cherokee Tribal Code of Ordinances (this is a long term project, work has begun already, about five months work has gone into the development of this document)
- 6) Through cooperative planning effort with the North Carolina State Department of Transportation, development of a Thoroughfare Plan for the build-up area of the Qualla Boundary.
- a. The Thoroughfare Plan was completed.
 - b. The Plan was adopted by the Tribe.
 - c. The Plan was adopted by the State of North Carolina.
- 7) Plan for the construction of a new hospital and request Congress to appropriate planning monies in fiscal year 1976.
- a. Congress appropriated \$500,000 for the planning of the hospital.
 - b. Considerable planning has taken place and many of the decisions have been made, currently architectural and engineering plans are in their first phase.

- 8) Initiate planning for the establishment of recreational and service facilities in the Snowbird and the Graham County areas of the Reservation
- a. The Snowbird Community Building and the Snowbird Clinic are completed and in use. The Community Building was an EDA funded project in the amount of \$126,000. The Clinic was financed by a FHA loan of \$50,000.
- 9) Initiate planning of a community building and service facilities in the Cherokee County area of the Reservation.
- a. A grant has been awarded from EDA for the construction of this project which should be started in the very near future. This is an EDA funded project in the amount of \$72,000.
- 10) Provide planning for and construction of water and sewer expansion.
- a. Water and sewer lines have been extended to the White Shield industry making it possible for the plant to expand. Both the water and sewer line extension and the expansion of the White Shield industrial plant were EDA funded projects.
- b. Water and sewer lines have been extended to the new high school making it possible for the school to be built. This was also an EDA funded project.
- c. The "201" facility planning is now being developed and a package is being put together to provide

water and sewer for the two Birdtown housing projects with anticipation of five separate government agencies participating.

11) Planning and construction of the Cherokee Museum/Cultural Center.

- a. The first phase which consisted of the Cherokee Museum is completed. This project's first phase was financed in the amount of \$1,472,000 with the following breakdown:

Economic Development Administration	\$ 810,000.00
Z. Smith Reynolds Foundation	100,000.00
Cherokee Historical Association	255,000.00
Hillsdale Foundation	10,000.00
N. C. State Legislature	250,000.00
Percy Ferebee Endowment	15,000.00
Earned Interest	<u>47,107.91</u>
TOTAL	\$1,487,107.91

- b. The second phase involved restoration, preservation and reconstruction of the historic Council and Festival Grounds adjoining the Museum. The plans have been developed and are in the review process by the Tribe. A request for funding is being prepared for submittal to Federal Agencies.

12) Planning for expansion of facilities at Boundary Tree Complex

- a. The master plan was developed and portions of the plan have been constructed (tennis courts).

- b. Planning is under way for development of a three-screen theater. Much of the financing is worked out on this project.
 - c. Planning for a bowling alley is in process.
- 13) Planning and construction of a 65 unit middle income housing project in Birdtown.
- a. This goal has taken five years to come to a point where it appears the package is nearing a point of being pulled together.
 - b. HUD has given a firm committment for 236 financing, the water and sewer projects are funded or assured of funding, and their is a tentative committment by BIA to make the necessary road improvements.
- 14) Planning and construction of Reservation entrance signs.
- a. Three of the four signs are completed and the fourth will be constructed after the new access Highway from Gateway is constructed.
- 15) Construction of Housing for the Senior Citizens
- a. The Tribal Council has set aside a tract of land behind the Boundary Tree Lodge for the Senior Citizen Housing.
 - b. The plans have been drawn up and approved.
 - c. An application has been submitted to HUD and the Qualla Housing Authority has received approval for funding.

16) Promotion of Boy Scout and Girl Scout organizations on the Reservation.

- a. The attainment of this goal has not been successful as yet.
- b. There appears to be a lack of interest which means that the proper stimulus has not been found.

17) Development of the Riverwalk Park.

- a. Some progress has been made inasmuch as the Oconaluftee River has been cleaned out and the island consequently built up. The Youth Corp Program has completed the clearing of underbrush, general clean-up, seeding and construction of a number of picnic cooking facilities. Landscaping will be the next phase of the project.

18) Planning and development of a Service Center for Indian Businessmen involved in service enterprises.

- a. Lack of adequate time and funding sources has made it difficult to realize the development of this goal.

8. Jobs Created and Saved:

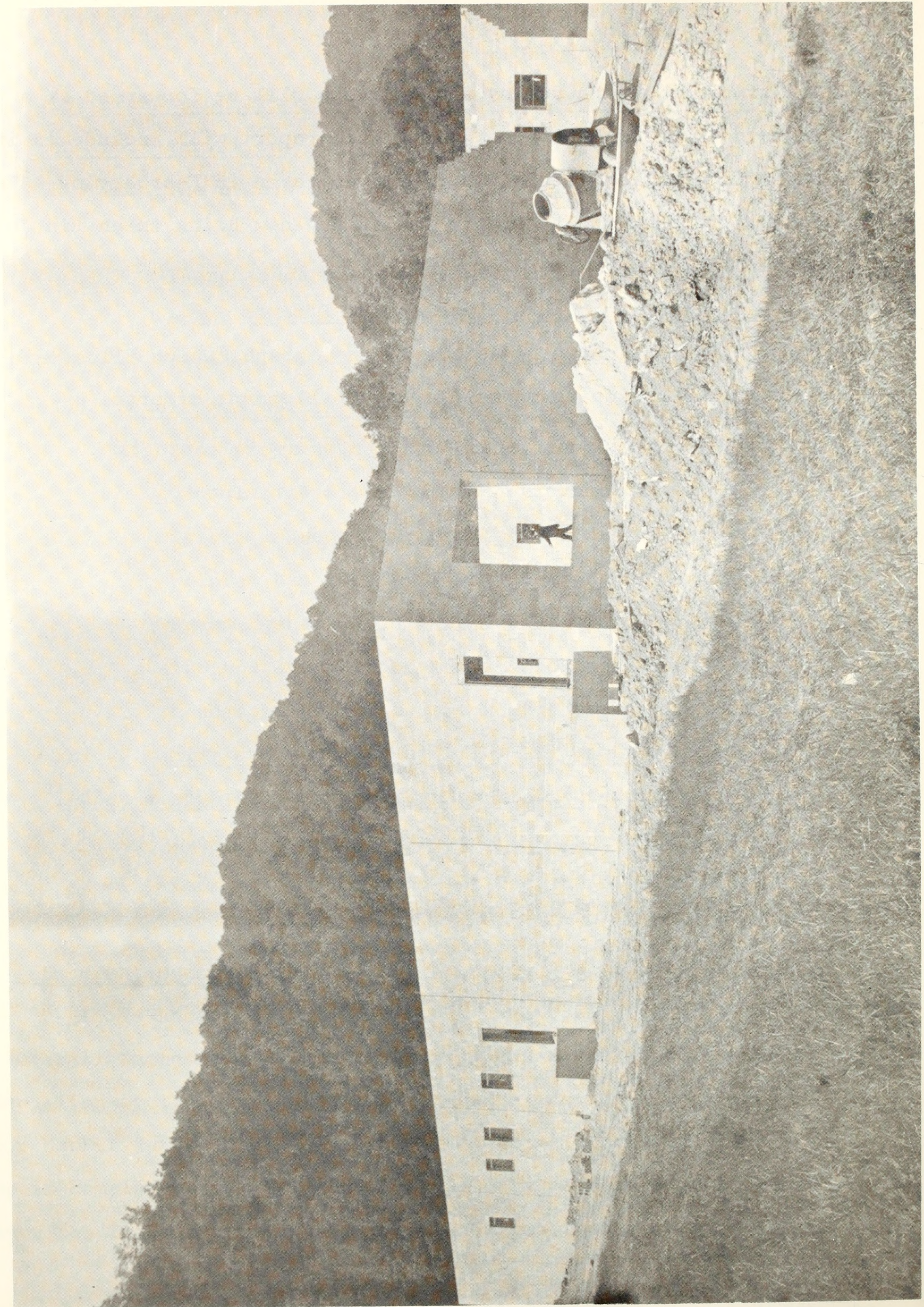
It is known that many new jobs have been created since the Overall Economic Development Program was established on the Reservation of the Eastern Band of Cherokee Indians. Until the Labor Market Survey and Analysis that is being conducted at this time is completed, we will not have the data necessary to adequately report the Tribe's progress in this most important economic factor.

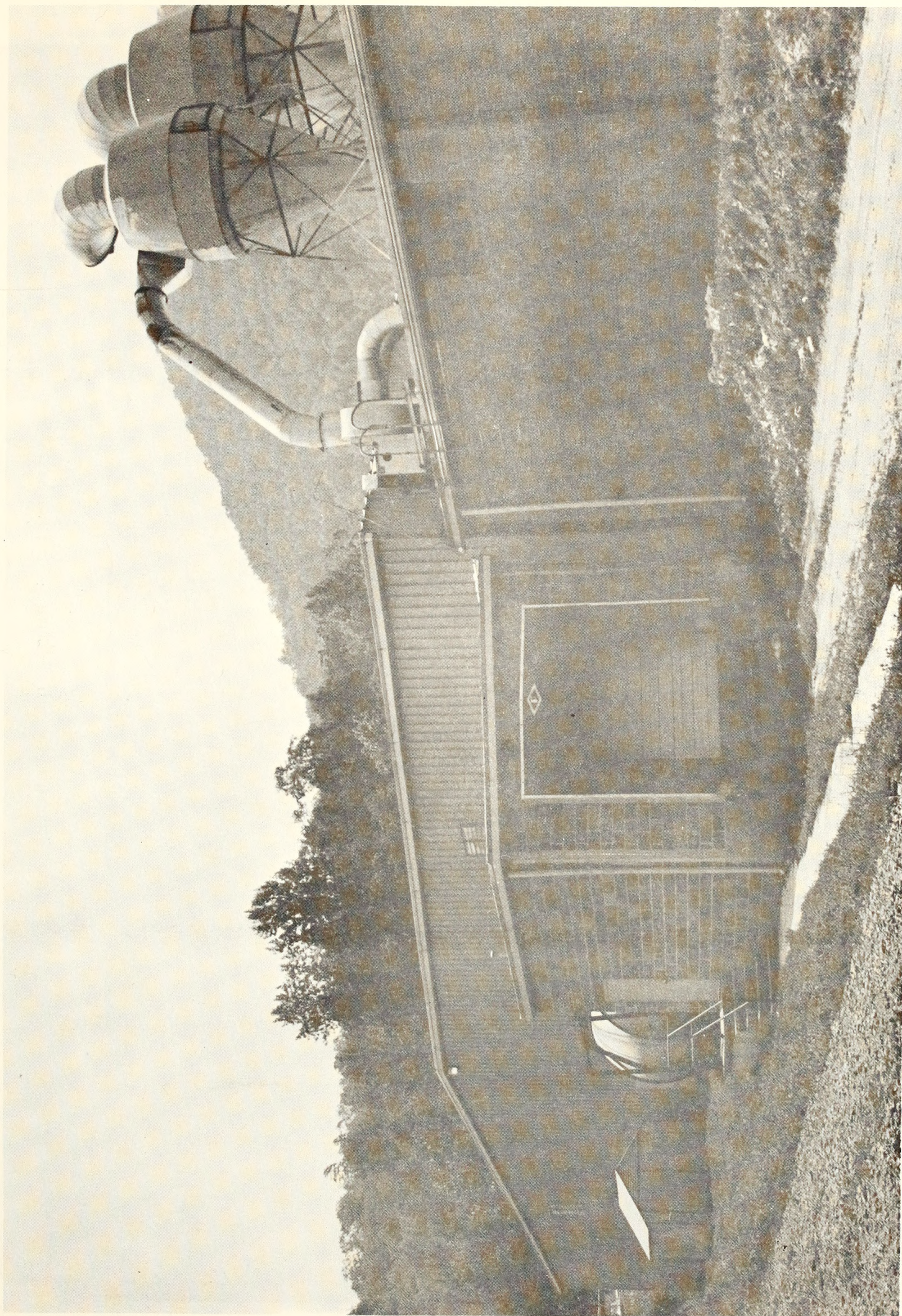
The findings of the survey and analysis will be forwarded at a later date under separate cover. This report will include in its basic information a total labor survey taken in February of 1976 and will compare that data to the survey now being taken (in July of 1976).

9. Illustration of Past Development Efforts

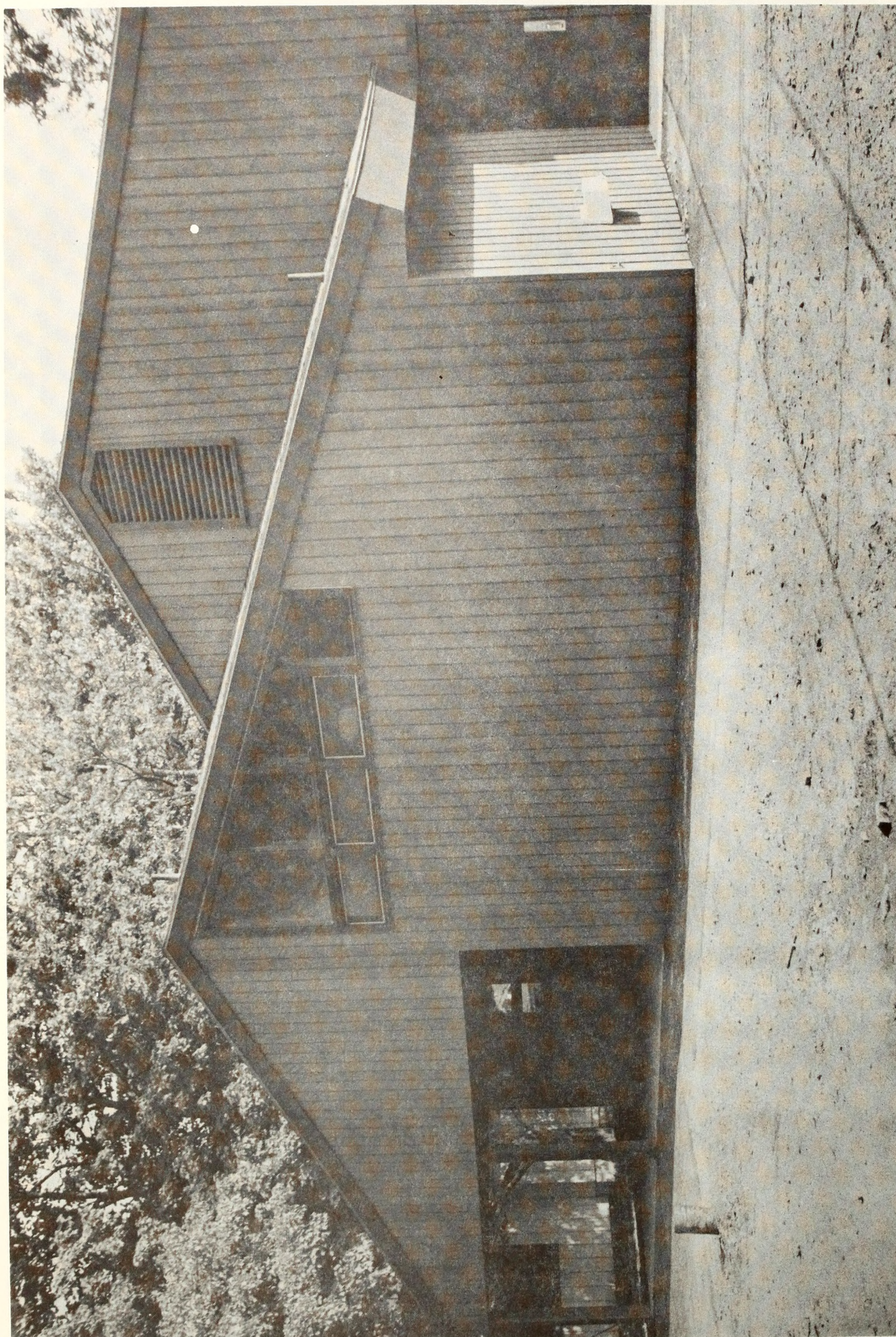
On the following pages are 19 photographs which illustrate some of the accomplishments of past development efforts.

Warrior's Woodcraft, Inc. (New Industrial Plant)

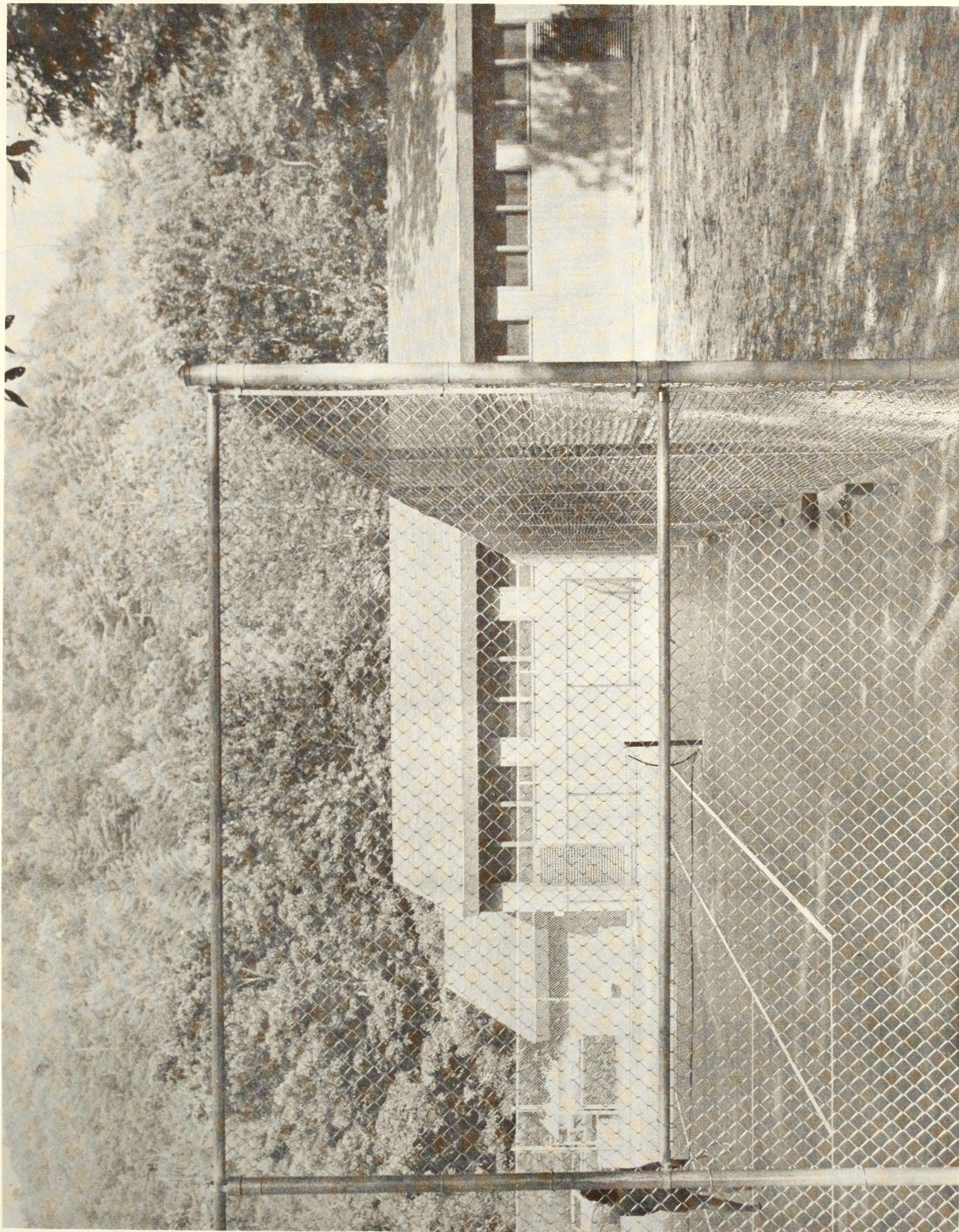




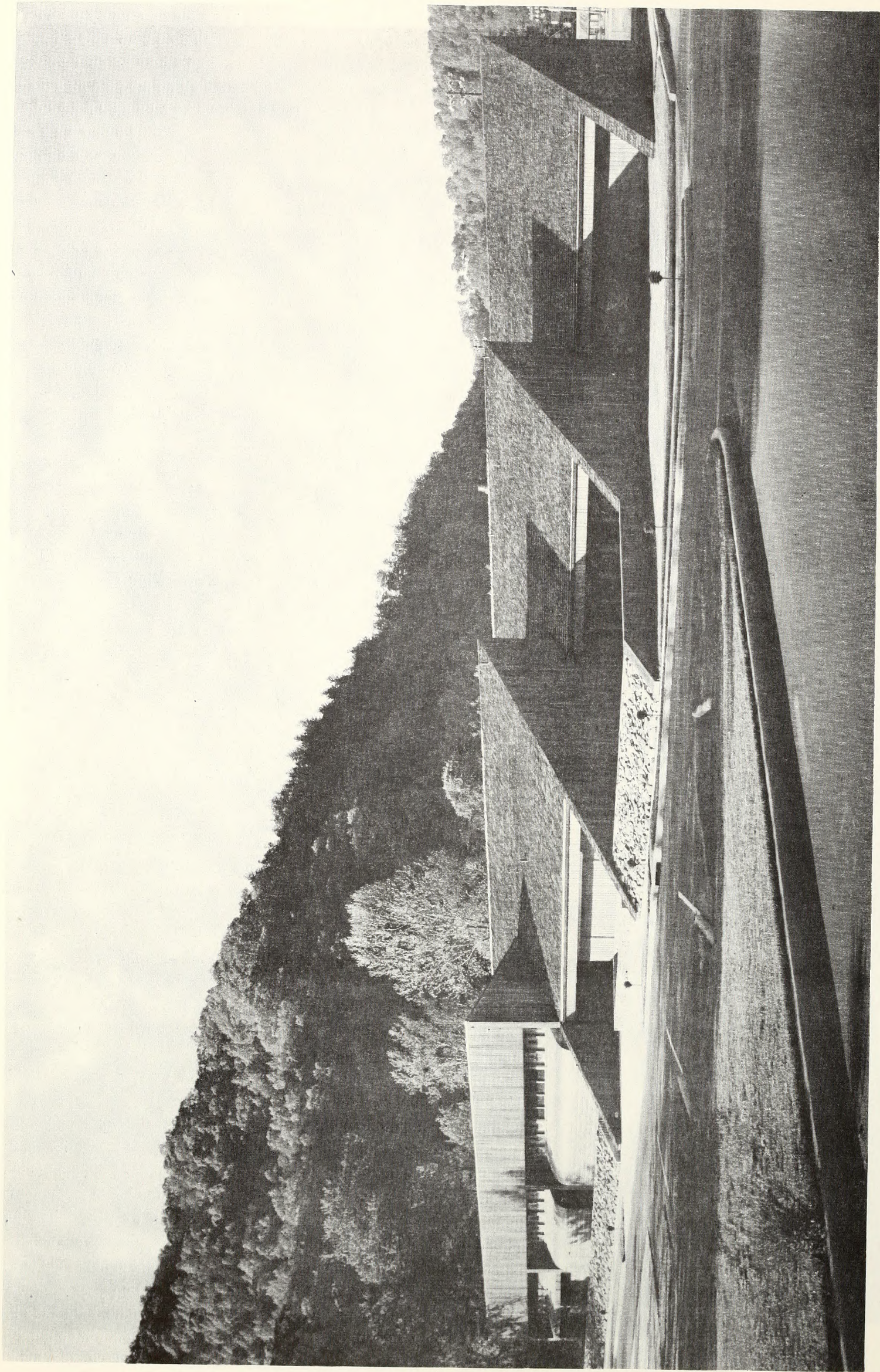
White Shield of Carolina (Water and Sewer
Line Extension)



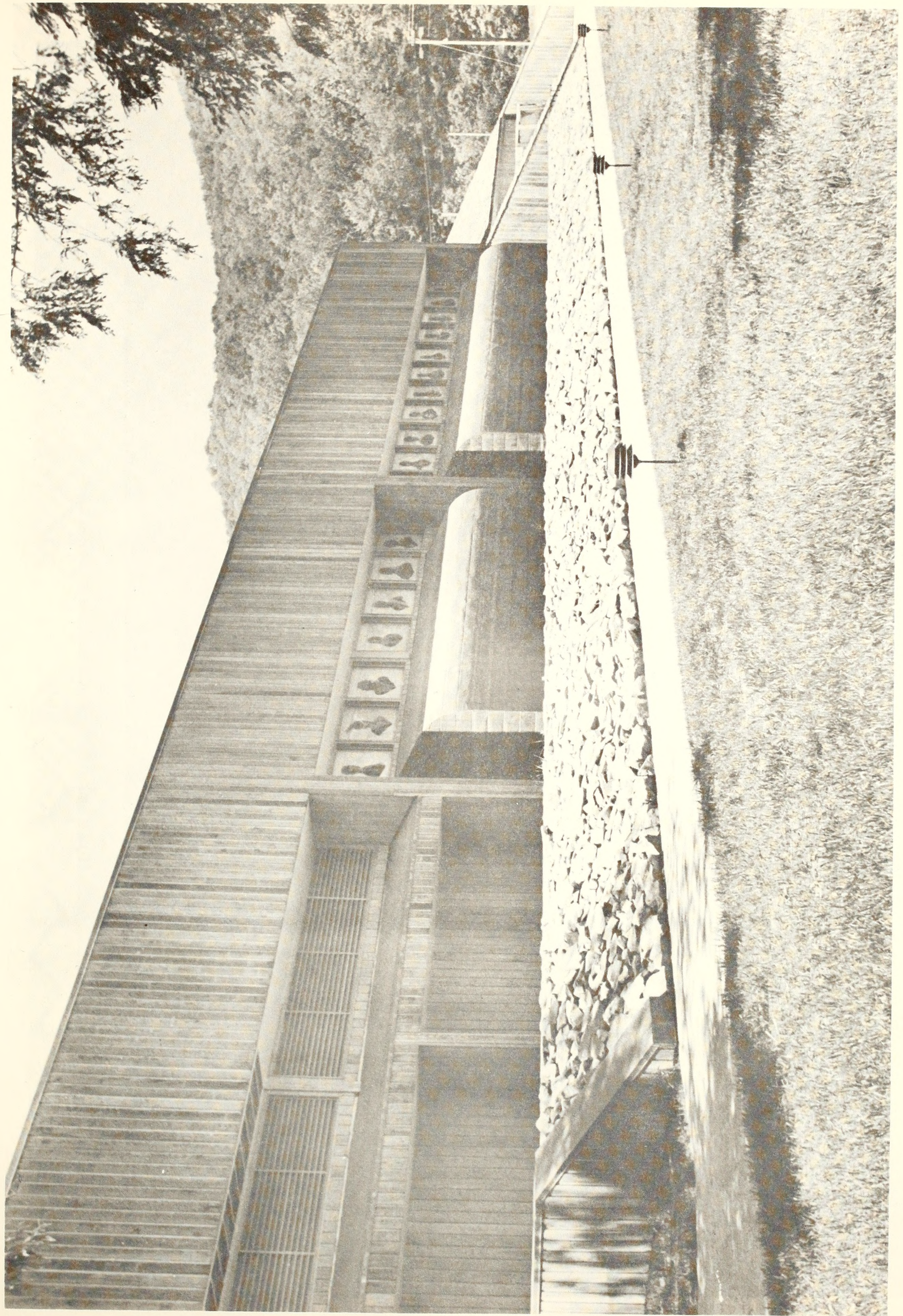
New Community Building - Snowbird



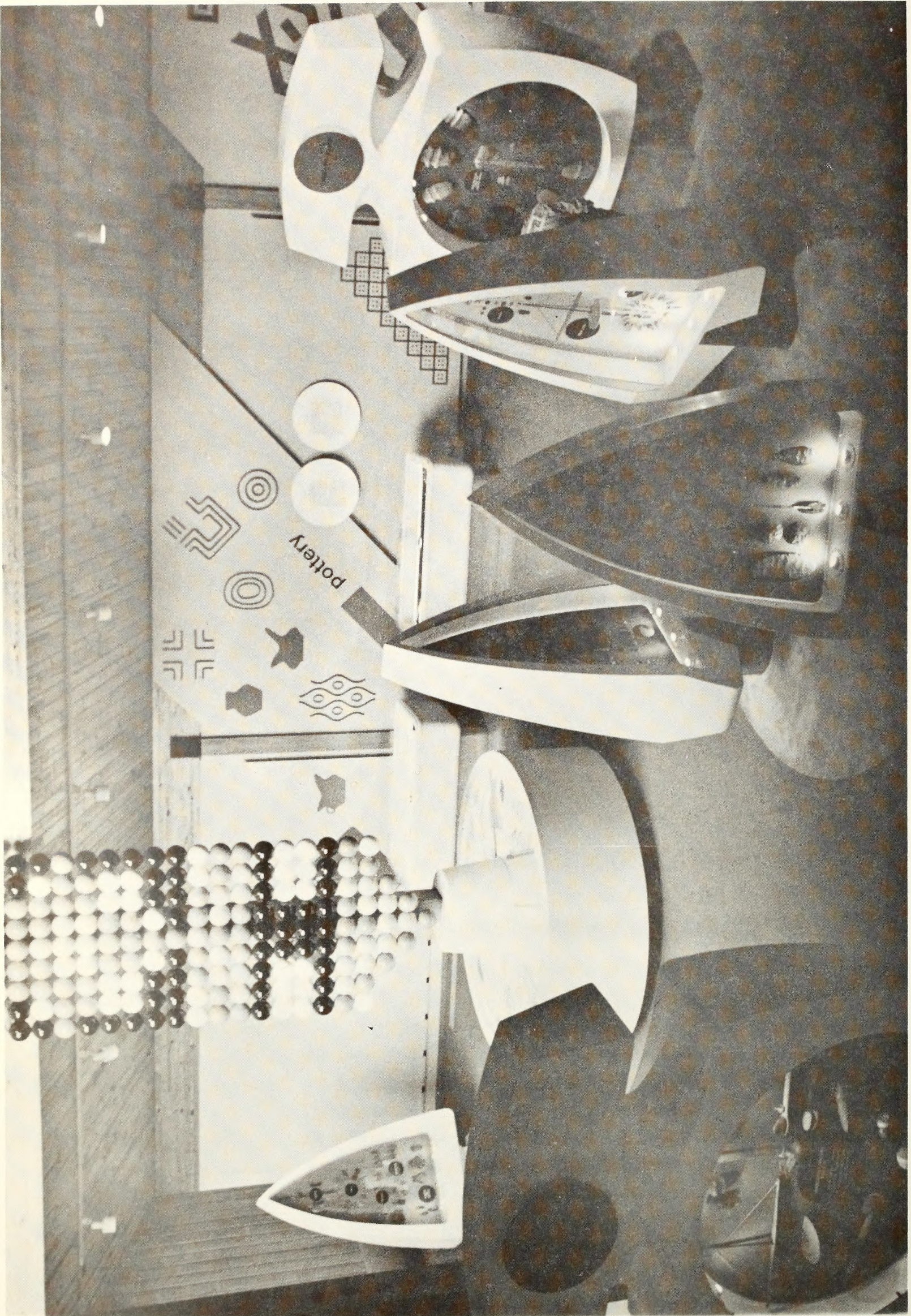
Tennis Courts - Snowbird



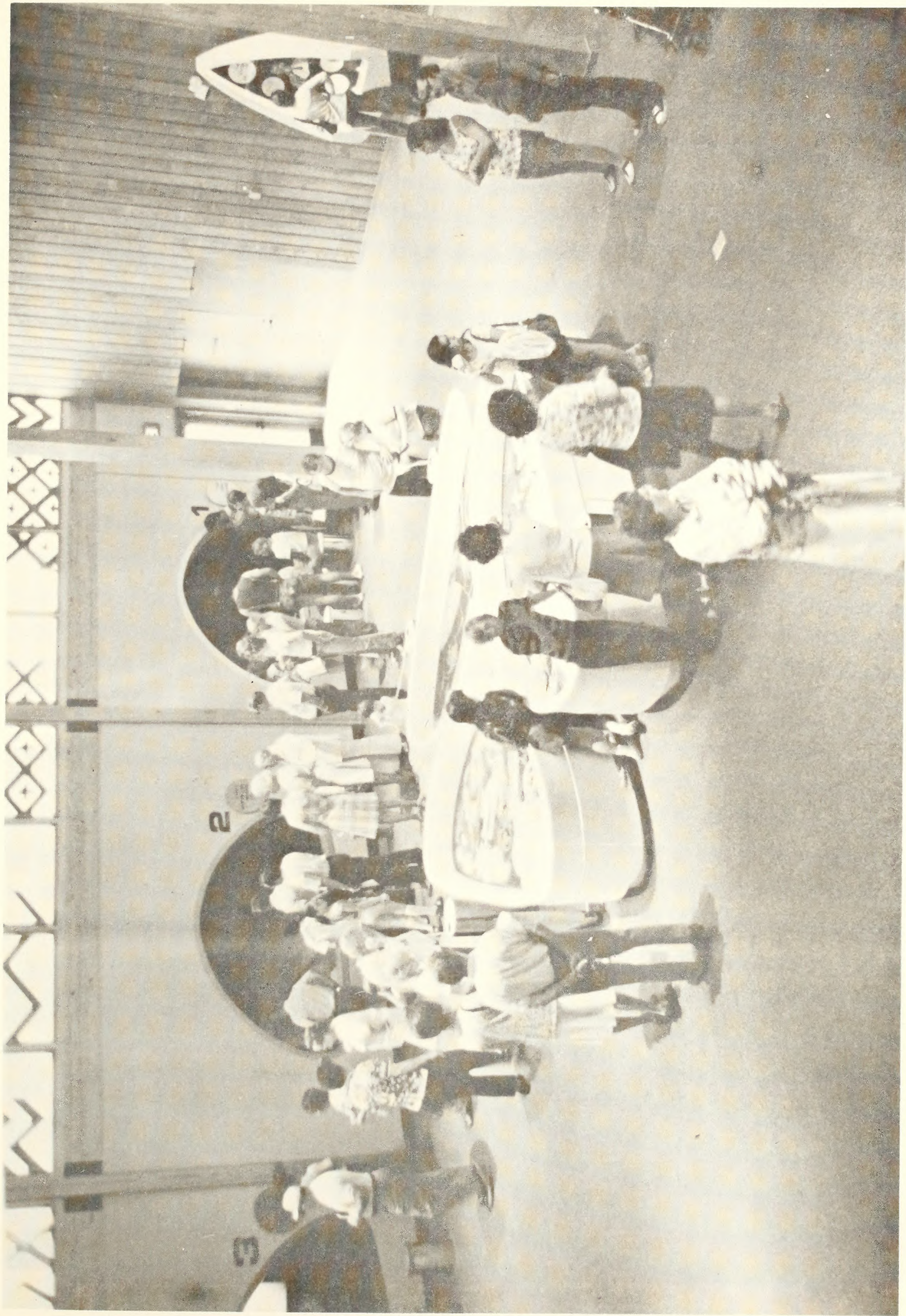
Museum of the Cherokee Indians



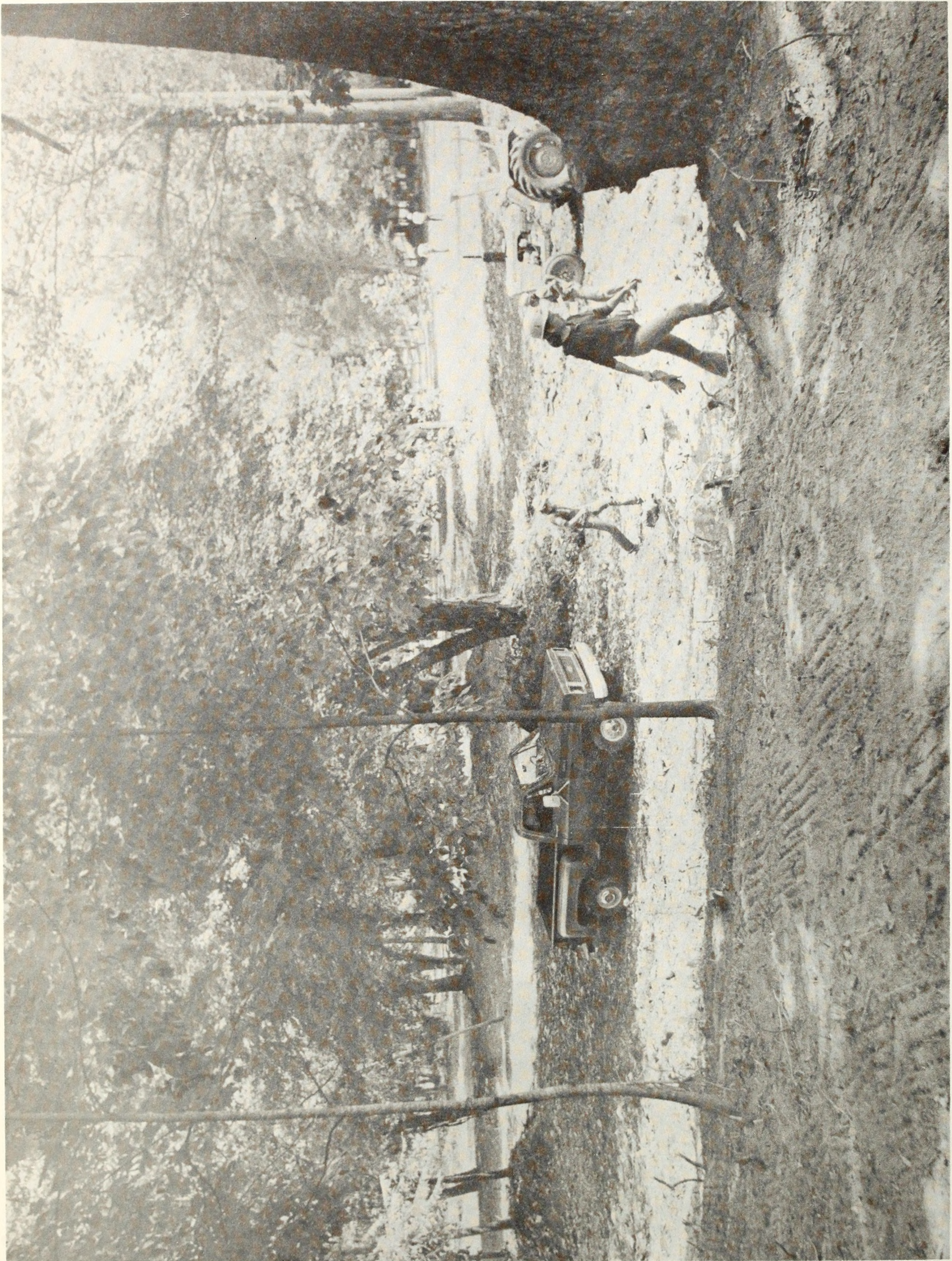
Museum of the Cherokee Indians



Museum of the Cherokee Indians.



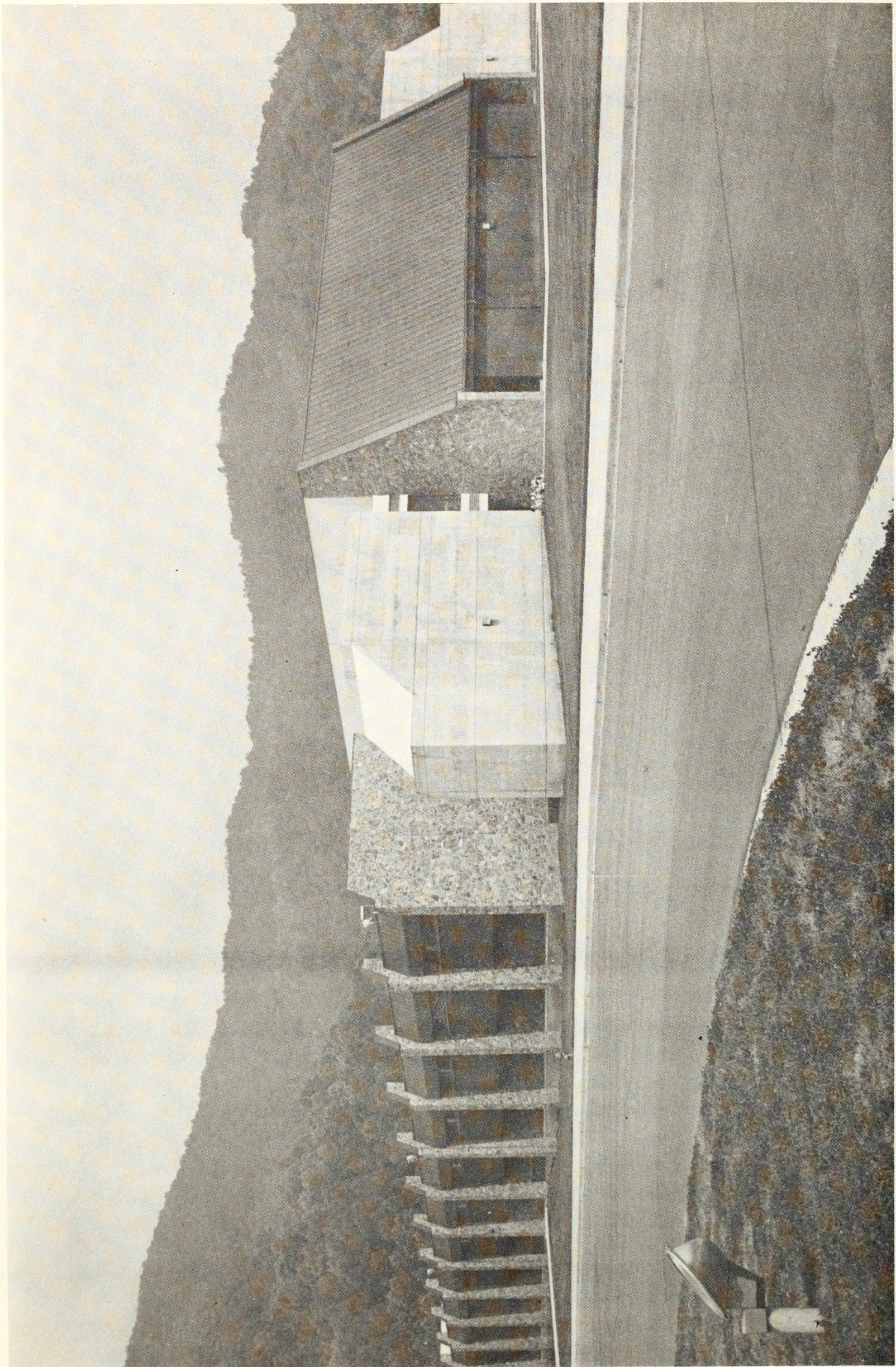
Museum of the Cherokee Indians



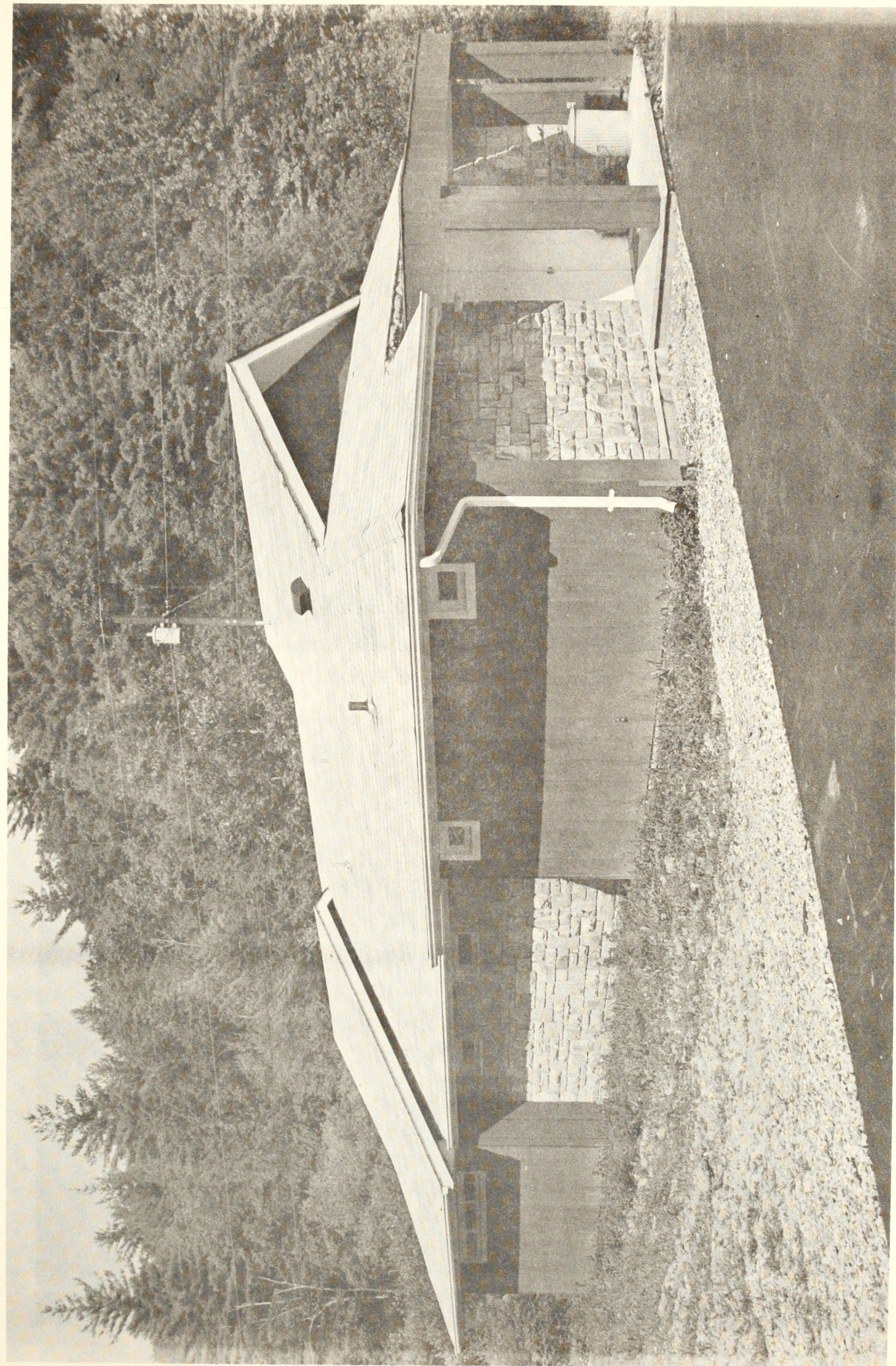
Riverwalk Park



Sidewalk Project



New Cherokee High School



Snowbird Clinic



HUD "236" Moderate Rental Housing Project



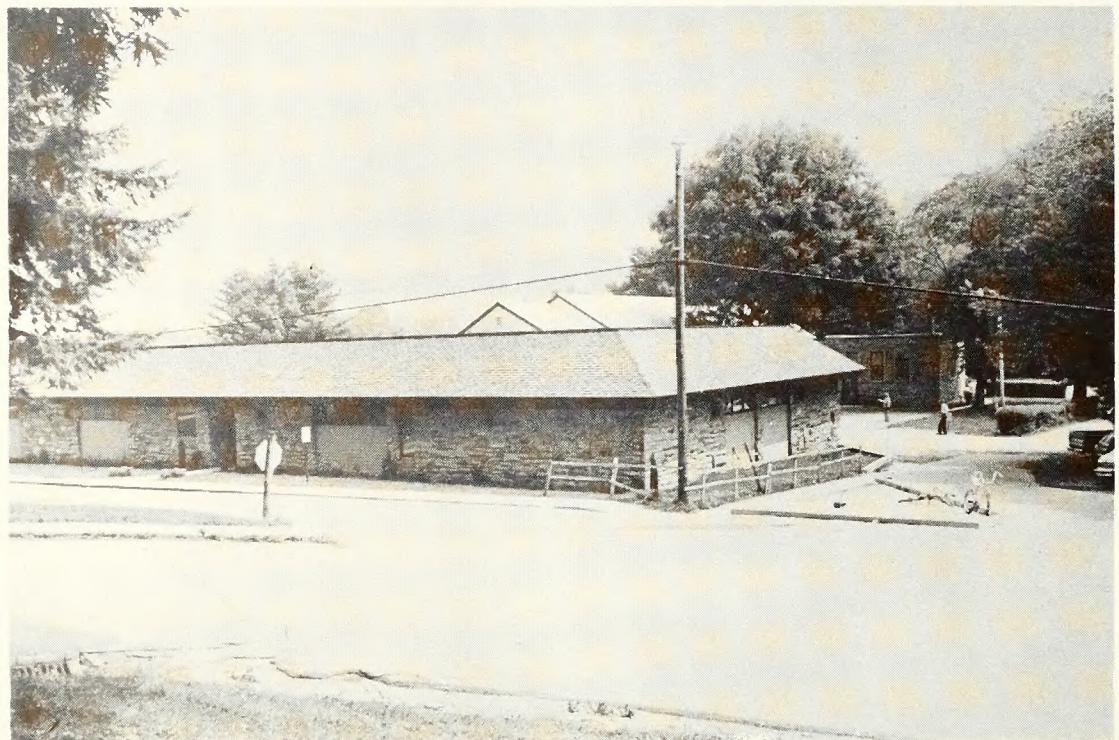


HUD "236" Moderate Rental Housing Project

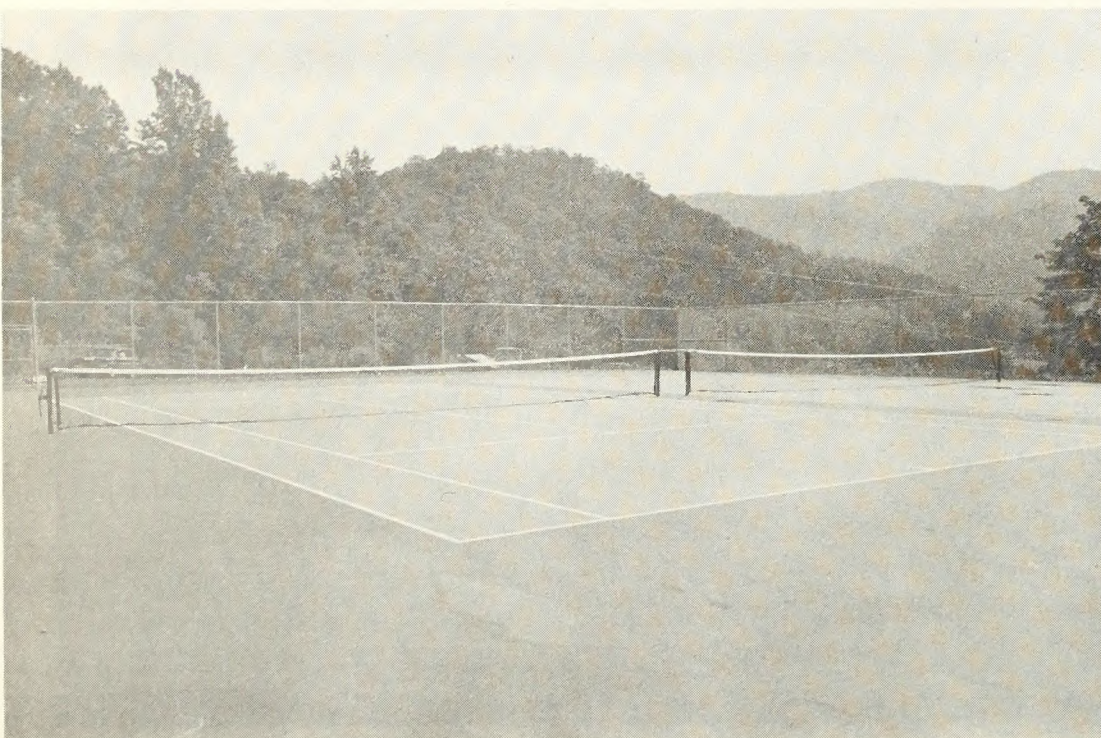




Entrance Sign



Outpatient Clinic



Tennis Courts
(Boundary Tree)

CHAPTER III

THE RESERVATION SETTING AND ECONOMIC ACTIVITY

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CHAPTER III

THE RESERVATION SETTING AND ECONOMIC ACTIVITY

1. STATUS - ESTABLISHMENT HISTORY

The Cherokees were one of the tribes which originally occupied and roamed over territory now embraced within the States of North Carolina, South Carolina, Tennessee, Georgia and Alabama. By successive treaties beginning with the Treaty of Hopewell in 1785 (7 Stat. 18) and ending with the Treaty of New Echota in 1835 (7 Stat. 478), the possessory right of the Cherokee Tribe over lands in North Carolina was gradually extinguished, and all of such land was made subject to grant by the State. Under the treaty last named, the Tribe surrendered all right to any lands in North Carolina and agreed to remove from the State, in consideration of a payment of money by the United States and a grant of lands beyond the Mississippi. As originally drafted, Article 12 of that treaty provided that such heads of Cherokee families as desired to remain within the States of North Carolina, Tennessee and Alabama, subject to the laws of those states and qualified to become useful citizens, should be entitled to a pre-emption rate of 160 acres at the minimum Congress price, to include their improvements. By supplementary articles, this pre-emption was declared void and Article 12 was amended to provide merely that such Cherokees as were adverse to removal and desired to become citizens of the states where they resided if qualified to take care of themselves and their property, should receive their proportion of all the personal benefits accruing under the treaty

"for claims, improvements and per capita". Notwithstanding this treaty, great reluctance to go West was manifested on the part of large numbers of the Cherokees and General Scott was sent to the country with troops and was instructed to remove all of them except such as were entitled to remain under Article 12. A considerable number were allowed to remain under that Article. The number remaining in North Carolina in 1838 was estimated between 1,100 and 1,200. By 1849 the number had increased to 2,133.

The status of the Indians who thus remained in the State was anomalous. Their connection with the Cherokee Tribe had been dissolved, and they were without interest in the lands acquired west of the Mississippi or in the commuted annuity fund to which the Tribe was entitled. Any interest which they may be said to have had in lands formerly held by the Tribe in North Carolina had been divested by the treaty and even their right of tribal self-government had come to an end. They became subject to the laws of the State of North Carolina, while not admitted to the rights of citizenship in the State. Although they remained subject to the laws of North Carolina, they were granted a charter by the State which authorized them to exercise limited powers of self-government.

The first recognition by the Government of the United States of the rights of the Indians who remained in North Carolina was in the Act of July 29, 1848, 9 Stat. 252, 264 #4 (31 USCA #711) (20) and Section 5 (Page 265), by which it was provided that the number and names of the Cherokees in North Carolina, after the Treaty of New Echota, be ascertained and a fund set apart for them, the

interest on which should be paid annually to the individuals entitled to their legal representatives, with further provision that whenever they should desire to remove west of the Mississippi, the fund so set apart should be used for that purpose. With funds derived under this act and with other monies paid him by the Indians one W. H. Thomas set about to purchase them the lands of which they were in possession and made contracts for the purchase of the Qualla Boundary, comprising 50,000 acres or more. Immediately following the Civil War, the government refused to pay over to the members of the Eastern Band of Cherokees certain monies to which they were entitled unless they would remove to the Indian Territory or would secure an act of the Legislature of North Carolina permitting them to remain permanently within the State. The Legislature of North Carolina, thereupon passed a statute granting this permission. (Public Laws of North Carolina of 1866, C. 54, P. 20).

By the purchase of Thomas, the Eastern Band of Cherokees had acquired the right to the possession of a large boundary of land in North Carolina, and by the North Carolina Statute of 1866, they had acquired, with the approval of the Government of the United States, permission to remain in that State. Their economic status had thus been practically restored to what it was prior to the Treaty of New Echota and Congress, in the Act of July 27, 1868, 16 Stat. 288, recognized this status by providing that the Secretary of the Interior should cause a new roll or census to be made "of the North Carolina or Eastern Cherokees", and that, thereafter, the Secretary of the Interior should cause the Commissioner of

Indian Affairs to take the same supervisory charge of the Eastern Band of North Carolina Cherokees as of other tribes of Indians.

It was not long after Congress had adopted this policy until the protecting arm of the Government was again needed by this Indian band. In purchasing the Qualla Boundary for their benefit Thomas had taken title in his own name, intending to make conveyance to the Indians when the lands were finally paid for and the right of all interested parties determined. He became mentally ill, however, before this could be done. In the meantime, one Johnston, a creditor of Thomas, had the land sold under execution and purchased it, entering into a contract with the Indians which allowed them to redeem the land upon paying the balance due by Thomas. It appeared also that Thomas had entered into various agreements with individual Indians respecting these lands and the rights of the individuals and of the Indians seemed involved in hopeless confusion. Congress thereupon, by the Act of June 15, 1870 (16 Stat. 362, #11) authorized suit to be instituted in the Circuit Court of the United States for the Western District of North Carolina against Thomas, Johnston and others to establish the rights of the Indians and such suit was accordingly begun. The matters involved were referred to arbitration and the report of the arbitrators, which was made a rule of court, awarded the boundary here in question to the Indians, subject to the payment of approximately \$18,000 to Johnston. The Act of March 3, 1875 (18 Stat. 447), made provision for the payment of this amount, together with the costs of suit and attorneys' fees and the money was paid and deed conveying the land was executed to the Commissioner of Indian Affairs in trust for the use and benefit of the Indians.

A second suit involving the title to these lands was later instituted against Johnston and others and Congress made an appropriation for defraying the expense thereof. (Act of August 19, 1890, 26 Stat. 338, 357). The suit was compromised in the year 1894 and \$68,000 was appropriated by Congress to carry the compromise into effect. (Act of August 23, 1894, 28 Stat. 424, 441). In 1890 the lands were sold for taxes and purchased by one D. K. Kerr. By Act of August 4, 1892, c. 376, 27 Stat. 348, an appropriation was made by Congress for their redemption.

In 1889 these Indians were given by the Legislature of North Carolina, the corporate charter heretofore mentioned, which authorized them under the name of the Eastern Band of Cherokee Indians to sue and be sued, plead and be impleaded, and exercise all other powers belonging to corporations under the laws of North Carolina. (Priv. Laws 1889, C. 211). This act also validated, as against the State, titles or conveyances of land made to the band or any person in trust for their benefit. Chapter 207 of the Private Laws of 1897 amended the charter by conferring on the Band certain limited powers of government having special reference to the control of tribal property. After this charter was obtained, it was provided in the compromise decree in the second suit with Johnston that the lands held by the Commissioner of Indian Affairs should be conveyed by him to the corporation, but that nothing therein contained should "be construed as interfering with the right of the Commissioner of Indian Affairs from exercising such supervisory charge over the person and property of said Band of Indians and the members thereof and the contracts of said Indians as that

officer now has by virtue of the Constitution of the United States and the treaties and laws in pursuance thereof." The deed of the Commissioner of Indian Affairs conveying the lands to the corporation contained the same provision. Under it the title was conveyed to and remained in the corporation until conveyed to the United States on July 21, 1925, pursuant to the provisions of the Act of June 4, 1924, 43 Stat. 376.

Prior to conveyance of title to lands belonging to the Eastern Band as a corporation to the United States in 1925, there were several tracts within the exterior boundaries of the lands belonging to the Tribe as a corporation title to which were held in fee-simple by individual members of the Band or Tribe. It is understood that title to these lands was conveyed to the Tribe for inclusion in the conveyance to the United States in trust. The number of tracts and the acreage of subject tracts could possibly be ascertained by checking the records in the register of deeds office in the counties in which the tracts of lands are located. Section 14 of the Act of 1924 (42 Stat. 376) provides that if any member shall claim that he is the owner of a so-called private land claim, such claim may be submitted to and equitably adjusted by the Secretary of the Interior. The Tribe objected to the inclusion of the final roll, provided for by Act of June 4, 1924 (43 Stat. 376), of approximately 1,243 persons. After much controversy over this matter, Congress passed the Act of March 4, 1931, authorizing the Secretary of the Interior to defer allotment of the lands of the Eastern Band of Cherokees until further action by Congress.

The lands now held in trust by the United States Government for the Eastern Band of Cherokees comprises 56,572.8 acres of which 5,571 acres are scattered tracts in Cherokee County; 2,249 acres are scattered tracts in Graham County; 29,405.8 acres are located in Swain County and 19,347 acres are located in Jackson County. Of the above acreage, 139.23 acres are used by the Federal Government and then either set aside by Secretarial Order for Government Use under provision contained in Section 5 of the Act of June 4, 1924, or the title is held in fee-simple by the United States Government.

Legally, the United States holds title to the subject lands in trust for the Eastern Band of Cherokee Indians as a tribe. The Tribe accepted the provisions of the Indian Reorganization Act of 1934, but have never organized under the provisions of such act. They still operate under a charter issued to the Eastern Band of Cherokee Indians by the State of North Carolina under private laws of 1895, as amended in 1897 and 1899. Section 22 of said charter authorized the council of the Eastern Band of Cherokees to determine the management and control of all property, real and personal, belonging to the Band as a corporation. The council throughout the succeeding years has passed many resolutions designed to regulate and control the real property of the Tribe; however, some terms of the resolutions have not been enforced due to the lack of judicial organization.

There are no official records of the individual holdings recognized by the Tribe prior to the year 1931 and many of the transfers of the holdings by the members of the Band have not been recorded subsequent to 1931. However, tribal resolution now requires sur-

veys of each assignment made and/or transferred between members of the Band. Since the early 1960's efforts have been made to survey the individual possessory holdings. While many surveys have been completed the backlog of requests for such surveys is large and there remains much confusion and frequent disputes over the boundary lines of many of the possessory holdings. The Tribe, throughout the years, by custom, has recognized the right of inheritance of possessory holdings. In numerous cases, where there were more than one heir concerned, there has been no division made of the possessory holding concerned and in some instances, possessory holdings have passed to the third generation without any declaration being made by the Tribe as to the person or persons entitled to ownership of the possessory holding.

The Land Use Controls Applicable to the Lands of the Eastern Band of Cherokee Indians

It is obviously very important for the future development of the Eastern Band of Cherokee Indians to realize that the control of the organization of the Reservation land will greatly affect the Tribe, its aspirations and its values. There is a very important connection between the use of the land, by individual Indians and non-Indian tenants, and the controls exercised by the tribal government to effect its own goals.

In the following pages there is an attempt to collect federal and state statutes, court decisions, and tribal resolutions or procedures which bear on the application of land use controls to the land comprising the Cherokee Reservation. The laws and cases cited are not exhaustive but are merely those that are considered impor-

tant, through observing the operation of the tribal government of the Eastern Band of Cherokee Indians.

History and Nature of Ownership of Cherokee Lands

The nature of ownership to the Cherokee Reservation lands is unique and can be more easily understood in conjunction with a history of the Eastern Cherokees. For more exhaustive histories the reader is invited to: United States v. Wright, 53 F. 2d 300 (4th Circ. 1931); United States v. 7,405.3 Acres of Land, 97 F. 2d 417 (4th Cir. 1938); Haile v. Saunooke, 148 F. Supp. 604 (W.D.N.C. 1957), aff'd 246 F. 2d 293 (4th Cir. 1957); and The Cherokee Trust Funds, 117 U.S. 288 (1886).

The land is owned in its fee by the United States for the benefit of the members of the Eastern Band of Cherokee Indians, with the United States being prohibited by Congress to allot or distribute the land in severalty to individual members of the Tribe. The interest of the Tribe is therefore held "communally" and participation in the use of the land by individuals is limited to that of a licensee or a tenant at will. The Tribe, through its Tribal government and with the assistance and supervision of the Bureau of Indian Affairs, assigns the right to use portions of the lands to individual members by granting them "possessory holdings".

This scheme of ownership, with the interest and supervision of the United States government, the limitation on alienation (i.e., transfer of fee title to any individual whether Cherokee or non-Indian), and the limitation on the period for which this

land can be leased, all bear directly upon the type and scope of land use controls which could or should be applied to the Cherokee Reservation.

The Indian Reorganization Act of 1934

The Indian Reorganization Act (IRA) of 1934 was passed by Congress to provide federal correctives for destructive government action in the nineteenth century. The Act abolished allotment of Indian lands, encouraged tribes to draft constitutions and obtain a charter of incorporation which would give the Tribe the power to purchase, take by gift, or bequest, and manage property. It gave tribes more control over their land, money and their political processes.

The Eastern Band of Cherokee Indians approved and adopted the IRA by referendum in 1934. However, the Eastern Band of Cherokee Indians has never adopted a constitution under the provisions of the IRA and is not a federally incorporated tribe. Perhaps the Cherokee people thought this was not necessary at that time inasmuch as the State of North Carolina had granted the Eastern Band a corporate charter in 1889.

The original charter granted by the North Carolina legislature merely designated the Eastern Band of Cherokee Indians as a body politic and corporate, with the rights and powers of any other corporation in the State, including the right to sue and impleade in law or equity. In 1897 and in subsequent amendments the corporate charter took the form of a governing document, with provisions for officers, elections, salaries as well as more detailed provisions for the operation of the tribal government. This

charter, as amended in 1897, 1931, 1933, and 1946 was treated by the Cherokee people as their guiding legal document, and it stood in the place of a constitution.

The failure of the Eastern Band to adopt a constitution under the IRA did not appear to visably affect the relationship of the Tribe with the federal government. The federal court had already ruled that the United States had recognized the Eastern Band of Cherokee Indians as an Indian Tribe through its historical course of dealing with the Tribe. United States v. Wright, supra. To date there has not been great pressure exerted by the Department of the Interior to persuade Tribal officials that the adoption of a constitution is necessary.

But over the entire United States in the 1960's and 1970's the federal law has come to center around the principles of IRA. There is now a growing emphasis in statutes and regulations on reservations, on increasing the strength and viability of the land as an economic resource. In his message of July 8, 1970, President Nixon referred to "Self Determination Without Termination". This succinctly describes the current position of the federal government toward their Indian wards. It appears likely that the principles enunciated by the IRA will be pursued by the federal government and the Eastern Band of Cherokee Indians can expect growing encouragement to adopt a constitution and obtain a federal charter.

The Indian Civil Rights Act of 1968

Another factor that must be considered in providing for the use and control of the Cherokee lands is the 1968 Indian Civil

Rights Act. (25 U.S.C. 1301 et.seq.) This Act was a list of "thou shall nots" directed at tribal governments based on the federal Bill of Rights which was designed to prohibit Indian governments from acting arbitrarily and capriciously. Some courts which have recently interpreted this Act have intimated that the overall effect of the Act was to insure that Indian governments did not deny any citizens the basic constitutional rights drafted by our founding fathers.

A federal district court in Arizona ruled that non-Indians as well as Indians are protected from tribal action which violates the equal protection provisions of the Act. Dodge v. Nakai, 298 F. Supp. 26 (D. Ariz. 1969).

The Eastern Band of Cherokee Indians was recently sued by a member of the Tribe who alleged that action by the Tribal Council denied her due process and equal protection under the Act. The District Court entered a judgment in favor of the complaining Indian in December, 1973, and the Tribe has appealed the decision to the Court of Appeals for the Fourth Circuit. The outcome of this pending appeal could have far reaching effects on the controls and procedures of the tribal government on the Reservation land. Nettie S. Crowe v. The Eastern Band of Cherokee Indians, ____ F. SUPP. ____; ____ F2d ____.

The scope of the Indian Civil Rights Act is presently unclear and ominous. If the Tribe were to exert governmental control over, for example, a non-Indian subdivision located on the trust land, there is a serious question whether the Tribe could exclude non-Indians, and whether it could establish criteria for distribution

of its resources which discriminated between Indians and non-Indians. At this date it is unclear whether it could zone and arrange the Reservation so that portions remained free from non-Indian settlement.

In short, any planning and controls over the use of the Cherokee Reservation land shall have to give consideration to the procedural and substantive protections provided in the Civil Rights Act. This will involve not only the manner in which the controls are enacted and to be enforced, but will require consideration at the earliest stages into the very purpose of the proposed controls and the interests to be protected by the controls.

Other Considerations

Because of the nature of legal title to the Eastern Cherokee Reservation lands, the restrictions against permanent transfer of title to the land by the IRA, and because of the procedural limitations of the Indian Civil Rights Act, the federal government effectively controls the major aspects of the use of the reservation land. Apparently, only in areas where the federal government has not preempted the field by its position as guardian of the Indian peoples, will the laws or regulations of the State of North Carolina or Jackson, Swain, Graham and Cherokee Counties control aspects of usage on the land. Since the entire matter of "jurisdiction" in all Indian matters is a confusing area involving the "concurrent jurisdiction" of the federal and state governments, few general rules are discernable and problems and questions are only answered satisfactorily through individual review of the

courts. Some matters pertaining to the use of Reservation land do seem to be settled.

Leases

Because the Eastern Cherokee Reservation land is not freely transferrable, commercial utilization of the land is governed, for practical purposes, by 25 U.S.C. 415. This section is entitled "Leases of restricted lands for public, religious, educational, recreational, residential, business, and other purposes". It provides that "all restricted Indian lands" may be leased for these purposes for no more than 25 years, with the approval of the Secretary of the Interior, and where both parties agree, the lease may provide for one additional renewal term not to exceed 25 years. Prior to approving any lease, the Secretary of the Interior shall determine that there is adequate consideration for the land, the safety of any structures or facilities to be constructed on the land, the availability of fire and police protection and other services, the availability of civil and criminal judicial forums for disputes arising on the leased land, and the effect on the environment of the uses to which the leased land will be subject.

Under this limitation, commercial or other uses of reservation lands other than individual Indians who are issued certificates of possessory holding, are limited to a fifty year period on the land. Even this use is subject to the review and approval of the Secretary of the Interior, for practical purposes, the approval of the local Bureau of Indian Affairs.

Eminent Domain

The Eastern Cherokee Reservation land is subject to the federal power of eminent domain, however, it is not subject to any state or local condemnation procedures unless Congress specifically provides.

Rights-of-Way

In 1948 Congress passed a broad right-of-way statute which empowered the Secretary of the Interior to grant rights-of-way for all purposes across Indian trust lands. (25 U.S.C. 323) The statute is limited by Department of the Interior regulations which require the written consent of an individual Indian or tribal council. Any right-of-way thus obtained is in the nature of an easement or permit for a specified term with the right of reversion in the Indian owner upon abandonment or expiration of the term. (25 C.F.R. Sec. 161.3)

Congress also empowered the Secretary of the Interior to grant permission to proper State and local authorities for public highways through any Indian trust land. In these instances the Indian owner's consent is not necessary, but the State still cannot act unilaterally to acquire a right-of-way across Indian land.

Zoning

The constitutional basis and validity of every zoning ordinance in North Carolina rests upon the police power. The heart of the police power is the promotion of public health, safety, welfare and morals of the community. The municipalities in North Carolina

are without any inherent power to restrict any area to specified uses and purposes, the authority is delegated to the cities and town by the North Carolina legislature. (N.C.G.S. §§ 160-172 through 160 - 181.2)

But because the title to this land is held by the federal government, the establishment of zoning ordinances for the Cherokee Reservation would not rest on an enabling act from the North Carolina General Assembly. Since the limitations placed on the land by the federal government relate to the "alienation" of the land, there would appear to be no requirement to obtain any enabling legislation from Congress in order to establish a zoning ordinance on the Cherokee Reservation. Many of the constitutions drafted by tribes incorporated under the IRA include provisions that all ordinances shall be subject to the approval of the Secretary of the Interior. Arguably, since the Eastern Band of Cherokee Indians presently operated under its own state-granted charter, the Tribe could enact a zoning ordinance through its normal legislative procedures without being subject to specific review and approval by the Secretary of the Interior. If any zoning ordinances were to be adopted by the Tribe they could be established along the traditional lines, complete with a Zoning Commission and a Board of Adjustment. There would appear to be no reason why the zoning ordinances on the Cherokee Reservation could not be established using the structure and procedures in use in North Carolina municipalities.

Subdivision Regulations

Another use of police power by municipalities in North Carolina is the authority to adopt subdivision regulations for land within

the municipalities and sometimes even beyond their boundaries. Where subdivision regulations are adopted, subdivision plats are required to be submitted to and approved by the municipal legislative body before they may be recorded in the public records. If land is sold by reference to a plat which was not properly approved, the seller is guilty of a misdemeanor and the municipality may enjoin the intended sale. (N.C.G.S. 160-226.5) Some counties in North Carolina have also been given the power to regulate subdivision. (N.C.G.S. Sec. 153-226.1, 153-226.9)

There would appear to be no state or federal law to prohibit the Eastern Band of Cherokee Indians from providing for individual tracts of land being treated in the traditional manner of subdivisions. However, in order to permit subdivisions within the reservation the tribal government would need to authorize them through the legislative process and establish governmental guidelines and policies similar to those enacted by municipalities and counties in North Carolina, in order that the subdivision could be properly regulated and the regulations enforced.

Regulation of Non-Indian Business by Other Agencies

The mere location of a business on the Reservation will not necessarily exempt it from regulation of all state agencies. So long as the state agency is not in conflict with the operation of a similar federal agency, and does not conflict with the land tenure policies expressed by the federal government, there will be instances where the public policies of the State of North Carolina will require compliance from Reservation occupants. In

New Mexico and Arizona, for example, the Attorneys General have announced that their anti-pollution statutes extend to non-Indian businesses located on Reservations. An analogous example on the Cherokee Reservation concerning Federal regulation occurred in 1968 when the Eastern Band attempted to prohibit representative elections for nationally known labor unions on the theory that the intervention of a labor union might cause the Eastern Band difficulty in performing their duties as lessor or property owner. This action was held invalid by the Solicitor of the Department of the Interior in a memorandum of September 27, 1968, because it would conflict with prior federal court decisions in Navajo Tribe v NLRB, 228 F.2d 162 (D.C. Cir. 1961), which held such union elections could not be prohibited by the Navajo Tribe and that location of a plant on the Indian Reservation did not remove the employees from coverage of the National Labor Relations Act.

Conclusions

It is the opinion of this writer that many, if not all, of the traditional land use control measures would be applicable to the Eastern Cherokee Reservation. At the present time there is a real possibility that the Tribe will adopt a new constitution and will seek a federal corporate charter. The existing tribal charter requires revision and the present Code of Ordinances is inadequate. If the Tribe does adopt a new constitution and provides for a more traditional form for its ordinances, the method of invoking specific land use control measures would be to present the program in statutory form to the Tribal Council for adoption. Most of the tradi-

tional land control devices, (e.g. zoning, subdivision regulations, housing and building codes) could be adopted for use on the Reservation. These control measures would probably not require enabling legislation by either the State of North Carolina or the United States government, but they might well receive close scrutiny from the Department of the Interior.

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2. GENERAL DESCRIPTION OF THE RESERVATION

Size

The Cherokee Indian Reservation is comprised of 56,573 acres of mountain land in five counties of Western North Carolina. Of this amount 158.8 acres have been acquired by the Federal Government for administrative and educational purposes. Of the remainder, approximately 47,915 acres are forest land; the balance is agricultural land or home and business sites.

Location

The Qualla Boundary, which comprises the main area of the Reservation, (approximately 45,000 acres) is situated in the heart of the Smoky Mountains and borders on the eastern edge of the Great Smoky Mountains National Park. Just across the Tuckaseegee River, and separated from the Qualla Boundary by a narrow strip of privately owned land is the so called Thomas 3200 Acre Tract, made up of some 4,000 acres of extremely rough, precipitous mountain land. The rest of the Reservation is made up of small tracts from 50 to 2000 acres in extent, scattered throughout the mountain area between Bryson City and Murphy, North Carolina; some tracts are as far as 60 miles from Tribal headquarters in Cherokee, North Carolina.

Topography

The topography of the Reservation is extremely mountainous, rising from an elevation of 2,000 at agency headquarters to over

5,000 feet at Soco Bald--a difference of some 3,000 feet in a distance of eight miles. Level land suitable for farming purposes is very limited and is confined to narrow strips along the main waterways.

Weather

The region has abundant rainfall which is usually quite uniformly distributed throughout the year. The average is 47.25 inches per year. The Reservation is drained by numerous streams, chief of which is the Oconaluftee River. The climate is highly favorable. The winters are short and comparatively mild with the temperature seldom reaching zero. Freezing weather that has a duration of more than a week or two at a time is rare. The summers are long and intensive hot weather is rare. Summer temperatures seldom rise above 90 degrees and nights are invariably cool.

Vegetation

More than 85% of the lands belonging to the Eastern Band of Cherokee Indians is heavily timbered. Hardwoods with red oaks of various species and varieties predominate. Coniferous stands occur throughout the lower elevations, and are usually restricted areas which are surrounded by farm lands, or occurring as small islands in the hardwood forest. A prolific variety of flowering shrubs and herbs thrive throughout the Reservation. Mountain laurel, rhododendron, flame azalea, and dogwood flourish from May until August. Wild flowers of many species abound from early spring until late fall when the mountainsides are blanketed with the vivid color variations of autumn leaves.

Geographical Location

Due to its geographical location, the Cherokee Reservation is favorably situated for access from several small urban centers. The Town of Bryson City, North Carolina, is only ten miles southwest of Cherokee; the Town of Sylva, North Carolina, is fifteen miles southeast. Gatlinburg, Tennessee, is located thirty-three miles to the north of Tribal headquarters. Two major State-Federal Highways, US 441 North-South, and US 19 East-West intersect at the village of Cherokee. The nearest railroad depot is at Whittier, seven miles from Cherokee. As a consequence trucking remains the primary method for freight transport. Airports are located in Maryville, Tennessee, near Knoxville, Tennessee, and near Asheville, North Carolina. The Maryville and Knoxville airports are within a two hour drive of Cherokee and the Asheville Airport is within an hours' drive of Cherokee.

History of the Eastern Band of Cherokee Indians

At the beginning of the nineteenth century, a tribe of people, calling themselves Yun-wi-yuh, meaning "Principal People", were the most civilized of all the North American Indians. The name Cherokee has been given many interpretations.

The Cherokees and the United States negotiated and signed many treaties. Indian History states that the United States broke every one of these treaties with the Cherokees, and the Cherokees lost more and more land with each Treaty.

The Cherokee possessions at one time, extended over a territory of fifty-three thousand (53,000) square miles which covered

half of Tennessee, Alabama, and Georgia, and some portions of Kentucky, South Carolina, and North Carolina. In 1785, it was estimated there were sixty-four villages and towns. The Cherokee's were not recognized as citizens of the United States or the State of North Carolina; and therefore they could not hold the land.

In 1838, General Winfield Scott was ordered by Congress to move the Cherokee to the West. This march was made under military escort. Many Cherokees died on the way to Oklahoma. The mass exodus, one of the most dismal pages in American History, is enough to startle and shame an average American even to this day. The Cherokees were highly civilized, intelligent, honest and sincere. According to actual records, these people were the most law-abiding and peaceful residents of the whole mountain area. Yet they were herded into stockades where they were held for weeks before being marched nearly a thousand miles into a section of Oklahoma called the "Cherokee Nation".

All of the present day Cherokees are descendants of one Tribe. Those making the march of the "Trail of Tears" to Oklahoma are called Western Cherokee and the few that were left behind or refused to go, or went part-way and returned, are called the Eastern Band of Cherokee Indians.

It was not until July 29, 1848, that the first recognition by the Government of the United States to the rights of Indians was made.

Shortly after the removal of the Cherokee to the West, W. H. Thomas, a friend and advisor to the Cherokee, set out to purchase

the Qualla Boundary, comprising a large tract in Western North Carolina. With the support of Yonaguska, Principal Chief, Thomas was adopted into the Cherokee Tribe as his son, and given the name Will - Usdi. In 1938, Yonaguska died and Usdi was elected to the position of Chief, the only white man so honored among the Cherokee Indians. Usdi acquired funds from the individual Indians as well as many other sources and bought the land where the handful of Cherokee now reside. This purchase in 1866 had been approved by the Government of the United States.

In 1866, the State of North Carolina recognized the Eastern Band of Cherokee Indians, and in 1889, the North Carolina General Assembly granted a Charter to the Band.

The Cherokees found themselves involved in several law suits pertaining to land titles between the years 1870 and 1890. In 1890, about 40,000 acres of the Qualla Boundary was sold for taxes. In 1892, an appropriation was made by Congress for redemption. In 1924, the title was conveyed to the United States for protection, and on July 21, 1925, the land of the Eastern Band of Cherokee Indians was put in trust of the Federal Government. The United States still holds the deed to the Cherokee land originally purchased from the State of North Carolina by the Eastern Band of Cherokee's and their friends.

An amendment to the Charter grants the Eastern Band of Cherokee Indians the responsibility of its own Tribal Government which is modeled after the American Constitution. The Tribal Government consists of the Council, an elected body of twelve representatives. These elected officials serve for two years. The Tribal Council is

basically a legislative body. The other part is the Executive Department consisting of an elected principal chief, an elected vice-chief, and an executive advisory. The executive advisor is appointed by the principal chief, and this appointment is ratified by the Tribal Council. The Executives are elected to serve for four years.

Cherokee looks forward with anticipation to the future; a future which hopefully will be filled with activities and accomplishments. With planned determination the Cherokees continue to set an outstanding example of the "Principal People" they were in the beginning.

Culture

Because the Cherokees lived so close to the white man, and as a consequence of wanting what was good of what their neighbors had, the Cherokees rapidly accepted the white man's garb in exchange for the beads, furs, and other unique items. This seems to be the general trend, even today, because of tourism on the Reservation.

The Cherokee home is improving, but still much work needs to be done in housing for the Indian people. There are three areas on or near the Reservation where one may visit caves once used by the Indians as dwellings.

Cherokee is now being taught to the young people in the schools. Sequoyah, a noted Cherokee scholar, devised an alphabet and written language and his people very quickly became literate in their ancient tongue; very few, if any tribes, have such a written language. Many songs are sung in the Cherokee language.

Indian men dress like any other American male, and the Indian women have adopted fashions of the day as worn by the white woman. However, many of the older women wear floor length skirts, and many of the older people wear the red handkerchief tied around their heads. It is possible to see a Cherokee baby comfortably riding on its mother's back.

As among many other Indian Tribes, at Cherokee there are serious social and health problems due to alcohol, which has indeed been a curse and a blight to Indian culture.

Traditional Indian crafts play an important role in the income of the Cherokee. These traditional baskets, pottery, carvings, and weavings are among the finest. Many of the tribal members cling to the medicine man with his herbs and other home remedies.

There are many edible greens in the mountains, many only the Indian recognizes. Ramps are among the favorite green. The Cherokee women cook bean bread, which is pounded corn and boiled beans wrapped in fodder. This is most delicious. The dietary patterns in many respects have not changed in several generations.

The Cherokee still have an Indian ballgame ritual. The conjure man still chases the players, the center man first, then the fastest man with courage. The second man wears the feather of a raven. The strong men wear the feather of an eagle. Other players wear the feathers of the goose. Two drivers, one from each team, carry long keen switches; this keeps the players going because nothing is barred! The team that makes 12 points first wins. After the game, the women feed the players and visitors.

Seven days later the teams come together for tribal dances that continue both day and night. A friendship dance is performed for the victory celebration.

The Cherokee's have seven clans, each tribal member knowing his own clan. There are thirty-eight churches on the Reservation, with nine different denominations. Baptists lead in membership, with most of the people embracing the Protestant faith.

In other respects, the Cherokee culture has become similar to that of the non-Indian neighbors, a mixture of mountain and urban life styles.

Education - Chronology of Educational Development

1799 Hearing that the Cherokees desired teachers, two Moravian Missionaries visited the Tribe to investigate the matter. Another visit was made in the next summer, and a council was held at Tellico Agency, where, after a debate in which the Indians showed considerable difference of opinion, it was decided to open a mission. It seems the Cherokees wanted schools in which their children could be educated more than they wanted intrusion of the missionaries' new theologies, but, they could not have one without the other and the weighted value placed on education resulted in construction of the first school and mission amongst the Cherokees. (1821 - Another Moravian Mission for the Cherokees were established in the same country.)

1804 A Presbyterian minister of Tennessee opened a school among the Cherokee, which continued for several years until abandoned for lack of funds.

1817 The American Board of Commissioners for Foreign Missions established its first station among the Cherokees. The government aided in the erection of the buildings, which included a schoolhouse, grist mill and workshops. The mission prospered and others were established elsewhere by the same Board. Two hundred Indian pupils were receiving instruction in these missions in 1820.

1875 The first agent since the retirement of W. H. Thomas was sent out in the person of W. C. McCarthy. He found the Indians, according to his report, destitute and discouraged, almost without stock or farming tools. There were no schools, and very few fullbloods could speak English, although to their credit nearly all could read and write their own language, the parents teaching the children.

1881 The neglected condition of the Eastern Cherokee having been brought to the attention of the Quakers, through an appeal made in their behalf by members of that society residing in North Carolina, the Western Yearly Meeting, of Indiana, volunteered to undertake the work of civilization and education. On May 31, 1881, representatives of the Friends entered into a contract with the Indians, subject to approval by the Government, to establish and continue among them for ten years an industrial school and other common schools, to be supported in part from the annual interest of the trust fund held by the Government to the credit of the Eastern Cherokees and in part by funds furnished by the Friends themselves.

A yearly contract to the same effect was entered into with the Commissioner of Indian Affairs later in the same year, and was renewed by successive commissioners to cover the period of ten years ending June 30, 1892, when the contract system was terminated and the Government assumed direct control. Under the joint arrangement, with some aid at the outset from the North Carolina Meeting, work was begun in 1881 by Thomas Brown with several teachers sent to Cherokee by the Indian Friends, who established a small training school at the agency headquarters at Cherokee, and several day schools in the outlying settlements. He was succeeded three years later by H. W. Spray, an experienced educator who, with a corps of efficient assistants and greatly enlarged facilities, continued to do good work for the elevation of the Indians until the close of the contract system eight years later. After an interim, during which the schools suffered from frequent changes, he was reappointed as government agent and superintendent in 1898, a position wherein he served for the next eight years.

1913 A building program was initiated which gradually brought the school up to date.

1929 By remodeling, the school evolved as a then modern junior high school.

As the Government had always had complete supervision over the school, it was only natural that the state would take no interest in its condition, and so it was neglected. The students were given practically no encouragement to continue higher education after leaving the seventh or eighth grade.

Commissioner Cato Sells visited the school in 1913, and his subsequent recommendations and appointment of James E. Henderson as superintendent and agent, marked the beginning of a new era of development and progress in the school.

When Henderson assumed duties in 1913 the school had an enrollment of about 200 boys and girls, and the condition throughout the plant was bad. The school consisted of one small school building, one boys and one girls dormitory, the administration (or office) building, and one or two old cottages. Acetyline gas was used in the lighting system and it was poorly and expensively operated. As the result of Henderson's interest and his desire to aid the Indians, by 1929 the school consisted of two fine up-to-date school buildings with sufficient accommodations for the 473 enrolled students. Other facilities at the school were a training school building for mechanical arts, such as shoe making, carpentry, blacksmithing, etc; a fine auditorium, with seating capacity of five hundred; a gymnasium, a number of new cottages, a dining hall, bakery, laundry, teachers' club, and hospital, and they were all painted glistening white. A hydro-electric plant and dam were installed. It supplied sufficient electrical power for all lighting and mechanical purposes. A new enclosed athletic field, a new reservoir, and a beautiful river-rock wall, four or five feet high, that enclosed the front of the campus along the then No. 107 highway and near the banks of the sparkling Oconaluftee River, constituted the main improvements developed under the direction of Henderson.

In 1929 there were two Cherokee boys in college, three boys and two girls in junior colleges, three boys in North Carolina high schools, and one in high school in South Carolina. Up until 1929 four boys had received college degrees, and two girls had completed the graduate nurses courses and held registered certificates for the State of Pennsylvania.

1974 The Cherokee children have continued to be educated in these same buildings up to the year of 1975 with the exception of the new elementary school which opened in August, 1962.

Due to the buildings being in a deplorable state of repair, inadequacy of size and the inability to work out a satisfactory arrangement with the North Carolina Public School System, the Bureau of Indian Affairs and Tribal officials appealed to the U. S. Congress for funds to be appropriated for the purpose of constructing new high school facilities at Cherokee. After 17 years of continuous appeal, while their children were occupying condemned and unsafe buildings, the Tribe can now see their high school completed and occupied. It is one of the finest schools in the South, with all the best of education equipment and of the finest design.

Educational Status

No part of Cherokee life has been more important to the Tribe, past or present, than that of good education. The total number enrolled ages 3-34, as a percent of the total population displays the value placed on education by Cherokee parents: (Table No. 1).

TABLE #1 SCHOOL ENROLLMENT - BY AGE & TYPE OF SCHOOL
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

School Enrollment	% of Total Population		% of Total Enrolled, 3-34 Yrs. Old	
	E.B.C.I.	N.C.	N.C.	U.S.
Total Enrolled, 3-34 yrs.	32.59	27.19	28.85	
Nursery School				
Public			4.53	1.26
Kindergarten			-0-	.40
Public			11.81	2.86
Elementary (1-8 yrs.)			5.77	1.28
Public			59.33	60.18
High School (1-4 yrs.)			44.76	58.73
Public			23.36	25.76
College			10.57	25.14
Public			.98	9.96
% Enrolled, 3-34 yrs. old				
By Age				
3 and 4 yrs. old			55.2	49.0
5 and 6 yrs. old			35.8	9.8
7 to 13 yrs. old			88.0	52.0
14 to 17 yrs. old			97.8	95.8
18 to 24 yrs. old			93.0	88.9
25 to 34 yrs. old			19.7	29.4
			-0-	3.4
				54.3
				12.5
				72.4
				97.3
				92.6
				34.0
				6.1

SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC (2)-1F, American Indians, 1970.
State of N.C., Department of Natural and Economic Resources.

Total Enrolled 3-34 yrs. old (1970 Census Reports)

<u>E.B.C.I.</u>	<u>N. C.</u>	<u>U. S.</u>
32.59%	27.19%	28.85%

Enrollment is considerably higher with the Eastern Band of Cherokee Indians than that of North Carolina and the United States.

Federal programs in the form of "Head Start" and "Follow Through" have made an impressive impact, already visible, on the education of Cherokee youths. The following table (Number 2) clearly shows school enrollment of Eastern Band of Cherokee Indians to be well over national and state averages for the early ages, but the Tribe falls short of these averages for high school and college enrollment. The atmosphere of the vacated, dilapidated high school was not conducive to good attendance and could be a factor in drop-outs. Now that the new high school is completed and occupied, a change for the better is expected in enrollment. Adult education and training classes conducted by the Western Carolina University are expected to push the group (ages 18-34) enrollment well over the state and national averages. The area of greatest need at this time, is in the area of college education.

In the category of "number of school years completed", the Cherokees are ahead of the State and Nation up to the third year in high school, where education level takes a drastic swing downward, indicating the drop out trend begins in the high school years; and continuing education is at a miniscule percent. More college and graduate scholarships are greatly needed. Underlying

YEARS OF SCHOOL COMPLETED

TABLE EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
2

Years of School Completed	Percent of Total Population			Percent of Total 25 Yrs. Old & Over	
	E.B.C.I.	N.C.	U.S.	E.B.C.I.	U.S.
Total 25 years old & over	40.55	52.07	54.08		
No School Years Completed				3.57	1.61
Elementary: 1 to 4 years				10.85	2.26
5 to 7 years				22.20	10.04
8 years				13.49	12.75
High School: 1 to 3 years				29.19	19.37
4 years				18.34	31.08
College: 1 to 3 years				1.93	10.60
4 years				.43	6.07
	E.B.C.I.	N.C.	U.S.		
Median School Yrs. Completed	9.0	10.6	12.1		

SOURCE: U.S. Census of Population, United States, 1970.
 U.S. Census of Population, North Carolina, 1970.
 U.S. Census of Population, PC (2)-1F, American Indians, 1970.
 State of N.C., Department of Natural and Economic Resources.

causes and reasons for Indians to reject education from the high school years on is a very complex social and cultural issue which time and space limitations make it impossible to be handled with any justice in this report.

Although the Eastern Cherokees have problems with school dropouts, they have a much lower rate than that of other tribes. Median school years completed for Eastern Band of Cherokee Indians is 9.0, the State is 10.6 and the Nation is 12.1. A few national Indian education characteristics are:

1. The average educational level for all Indians under federal supervision is five school years.
2. Dropout rates are twice the national average.
3. Indian children score consistently lower than white children at every grade level, in both verbal and non-verbal skills.
4. The longer the Indian child stays in school, the further behind he becomes.
5. More than one out of five Indian males (22.3 percent) have less than five years of schooling.

Cherokee Indian education levels need some improvement, but not nearly to the degree of other American Indian tribes. Education has always had top priority with Eastern Band of Cherokee Indians. Their determination to provide their youth with adequate facilities is exemplified in their struggle of 17 years for a new high school.

By taking the total population between the ages 25 to 34 years to be 100 percent and distributing the number of persons in correlation with the years of school completed, further separation of male and females, the following conclusions are made:

- (a) Fewer males than females have less than five years education.
- (b) More females than males have completed eight years of school.
- (c) More males than females have completed three years of high school.
- (d) More females than males have graduated from high school.
- (e) More males than females have completed one to three years of college.
- (f) The percent of college graduates is so low that the percentage is insignificant for both males and females while the State and Nation enjoy percentages of college education (4 years or more) as:

<u>E.B.C.I.</u>	<u>N. C.</u>	<u>U. S.</u>
-0-	13.64	19.22
-0-	10.61	15.36

This shortage of college-educated Cherokee puts a burden on the Tribe to find qualified Indians to take the place of non-Indians in positions of management and administration.

In the recent years, impressive gains by those interested in education can be noted in the number of families placing children in the day care units. The interest shown by the parents in their elementary school children sets an all time high. The number of students completing high school has added new hope for the future. Those students going on to continued education in vocational and college have increased appreciably. The most spectacular trend has

TABLE # 3 YEARS OF SCHOOL COMPLETED - (MALE - FEMALE)
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

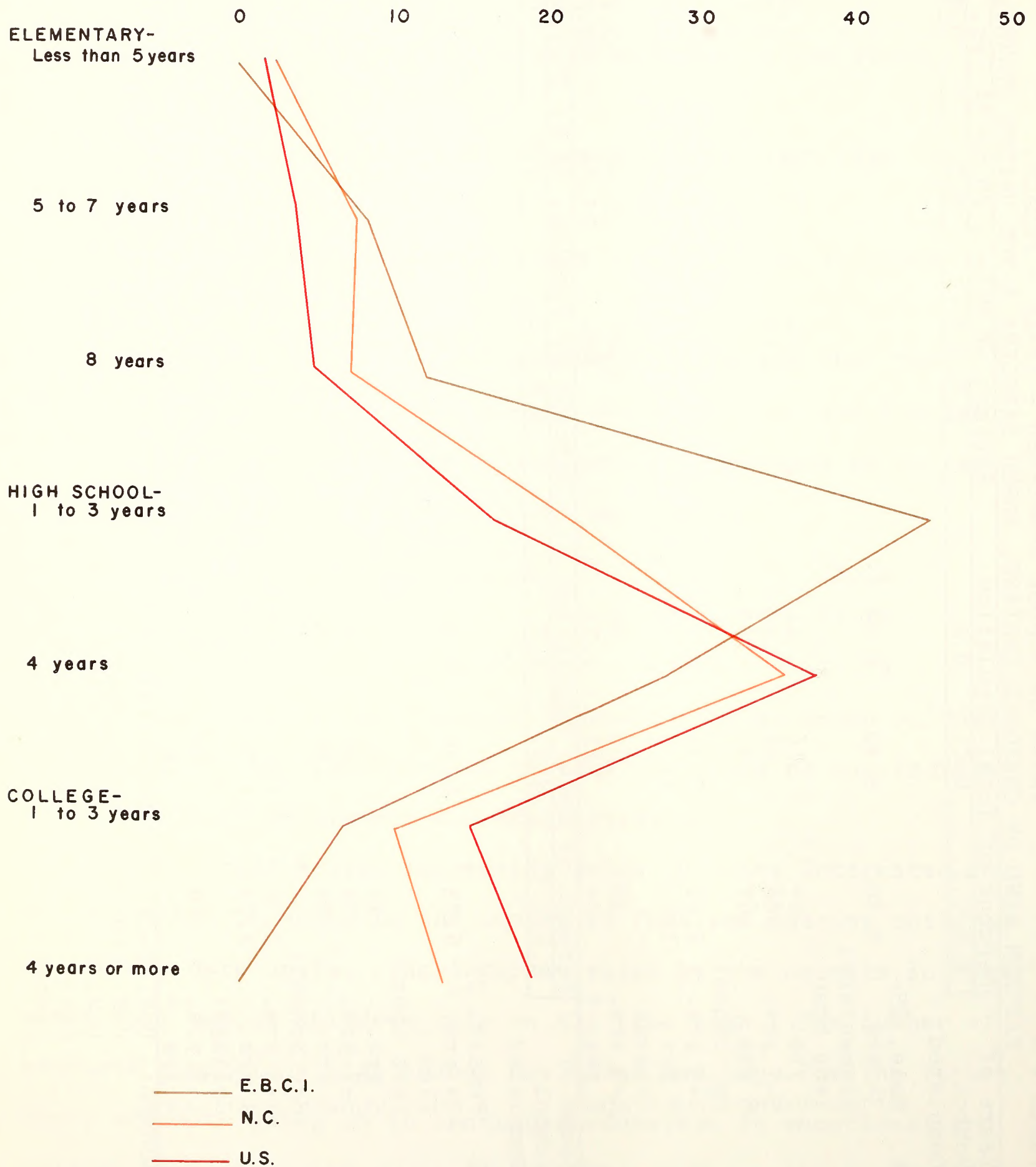
Years of School Completed	Percent of Total Population		Percent of Males, 25 to 34 yrs. old	
	E.B.C.I.	N.C.	E.B.C.I.	N.C.
	U.S.		U.S.	

A. Male, 25-34 yrs.				
Elementary:	5.50	6.20	5.99	
less than 5 yrs.	-0-	.16	.11	-0-
5-7 yrs.	.46	.46	.23	8.42
8 yrs.	.67	.45	.29	12.11
Hg. School:				
1-3 yrs.	2.46	1.34	.98	44.74
4 yrs.	1.53	2.22	2.22	27.89
College:				
1-3 yrs.	.38	.63	.89	6.84
4 yrs. +	-0-	.82	1.12	-0-
Percent of Females, 25 to 34 yrs. old				
	E.B.C.I.	N.C.	U.S.	E.B.C.I.
				N.C.
				U.S.

B. Female, 25-34 yrs.				
Elementary:	6.83	6.38	6.24	
Less than 5 yrs.	.20	.07	.06	2.97
5-7 yrs.	.84	.20	.12	12.29
8 yrs.	.98	.24	.15	14.41
Hg. School:				
1-3 yrs.	2.58	1.07	.68	37.71
4 yrs.	2.03	1.88	1.58	29.66
College:				
1-3 yrs.	.20	.49	.52	2.97
4 yrs. +	-0-	.47	.56	-0-
Percent of Females, 25 to 34 yrs. old				
	E.B.C.I.	N.C.	U.S.	E.B.C.I.
				N.C.
				U.S.

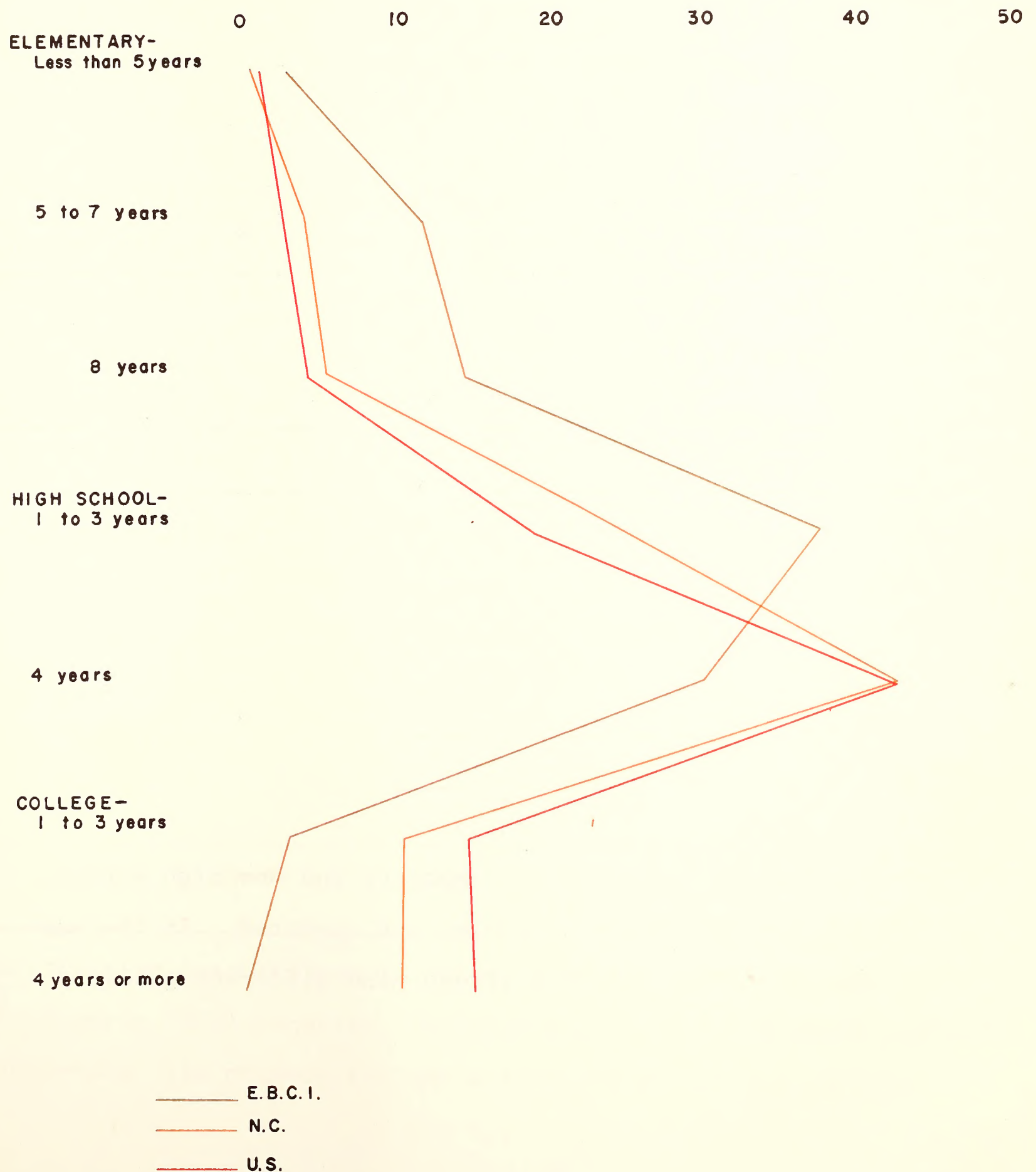
SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC(2) 1-F, American Indians, 1970.
State of N.C., Department of Natural and Economic Resources, Division of Community Assistance.

YEARS OF SCHOOL COMPLETED- MALES
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
PERCENT OF MALES, 25 TO 34 YEARS OLD



Graph Number - 2

YEARS OF SCHOOL COMPLETED-FEMALE
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
PERCENT OF FEMALES, 25 TO 34 YEARS OLD



been the mounting interest shown by the high school dropout in continuing education, even after a lapse of a number of years.

All Eastern Band of Cherokee Indian children who are enrolled in schools according to the 1975 BIA School Census are stated in the Table below:

Table 4: NUMBER OF CHILDREN ENROLLED IN SCHOOLS IN 1975

AGE	TOTAL	PUBLIC SCHOOLS	FEDERAL SCHOOLS
Under 5	95	0	95
6-14	1,221	337	884
15-18	630	248	382
Over 18	121	70	51
Total	2,067	655	1,412

A total of 121 students over 18 years of age are classified as follows:

Public Schools:	70
College:	52
Vocational:	18

Federal Schools:	51
Day Students:	28
Boarding:	23

The Cherokee Reservation has one elementary and one high school, both of which are federally controlled and operated. In the surrounding area, Cherokee children attend nine different public schools. These include:

<u>School</u>	<u>No. Cherokee Students</u>
Scotts Creek	6
Almond	2
Qualla	102
Whittier	64
Robbinsville Elementary	66
Robbinsville High School	10
Swain County High School	35
Swain Elementary	46
Sylva Webster	36

A total of 367 Indian children attend these North Carolina Public Schools.

Cherokee Indian Reservation Day Care School Program

The Day Care Centers are for children pre-kindergarten age, two to four years of age. The number of children who are in the Day Care Centers this year is shown in the following table:

Table 5: NUMBER OF CHILDREN IN THE DAY CARE CENTERS - 1975

Type of Day Care Center	Day Care	Number of Children
Federal	Snowbird	15
Federal	Birdtown	25
Federal	Cherokee	28
Federal	Soco	38
Federal	Big Cove	35
Federal	Cherokee Baptist	36
Total		177

For the high school dropout, there is a General Educational Development (GED) Program. The Cherokee students successfully completing this program include a total of 19 for the 1973-74

school year, of whom 15 were female and four male; and a total of 22 for the 1974-75 school year program of whom 11 are male and 11 are female. There are currently 44 students enrolled in this program.

Communication Facilities

There are two radio stations located nearby in Sylva and Bryson City, but the reception from both radio stations is very poor in most areas of the Cherokee community. There is a great need for a radio station on the Reservation.

Telephone service is available to all facilities on the Reservation. There are 366 business phones and 1,157 residence phones on the Cherokee exchange. Approximately 50% of all the residential phones are in Indian homes.

Television which covers most of the Cherokee lands, with all major networks has made it possible for most Cherokee people to be as instantly aware of happenings throughout the world as it is for people residing in the nation's largest metropolitan areas.

Fortunately, Cherokee has a U.S. Post Office with rural route postal service and post office boxes.

For another communication purpose, there are police and rescue squad communication systems which enable the people to call for and receive help quickly.

The nearest telegraph system is twelve miles away in Sylva, North Carolina.

Person to Person Communication

The Cherokee people have the desire to be as informed as possible concerning the significant happenings in the local com-

munity and also in the nation's Indian community. To accomplish this, the Cherokee Tribal Council created an official tribal publication, THE CHEROKEE ONE FEATHER, in the mid-1960's. This paper is heavily subsidized by the Tribal Council and other community citizens. It is normally published on a weekly basis in a four-page edition that is available at modest cost on either a subscription or newstand basis. The total circulation of the ONE FEATHER is 1,800 copies, consisting of 100 which are mailed out to Cherokee and Snowbird Communities; 1,100 to newsstands; and 600 mailed off the Reservation.

Newspapers which can be found in Cherokee are:

Asheville Citizen - Daily newspaper
Asheville Times - Daily newspaper
Atlanta Journal - Weekly newspaper
Waynesville Mountaineer - Weekly newspaper
Smoky Mountain Times - Weekly newspaper
Sylva Herald - Weekly newspaper

Since Reservation groups are relatively small, the "Mocassin Telegraph" is a common form of two way communication among the Indian people themselves. Like most "grapevine systems," it is fast but characterized by distortions.

Most of the Indian people speak the English language; however, there are those who speak only the Cherokee language.

Transportation

Adequate transportation is one of the keys of the development of any community or area. Eastern Band of Cherokee Indian land is located in the midst of the heart of the Southern Appalachian Region, which has been one of the slowest in the nation to develop an adequate system of roads.

Being a very popular tourism resort, Cherokee is visited by millions of people each year. It is unfortunate that some of the roads leading to this area are still in poor condition. Although road improvements are being made every year, the arteries into Cherokee are still narrow, crooked and unable to bear the volume of traffic which comes their way, especially during the summer.

Since the Indian people and communities on the Eastern Band of Cherokee land are very scattered within four counties (Cherokee, Graham, Jackson, and Swain) the transportation and communication between these communities, the governmental and service centers, (such as Tribal Government, Bureau of Indian Affairs, and Hospital) as well as business centers is very important.

The only public transportation passing through Cherokee is the Continental Trailways Bus. By using this bus, Cherokee people can go to other places, such as Chattanooga and Waynesville. However, the schedule of this bus is very poor. There is also a local bus that travels over the Reservation area; this local transportation is managed by the Community Action Program, (ONAP). The Boy's Club contracts busing service for the Bureau of Indian Affairs' School for school transportation. This Club also offers a chartered bus service.

It is estimated that every two households on the Reservation have one car. Some of these cars are of old and poor condition. Concerning the existing cars as a comparison with North Carolina as a whole, and the United States as a whole, U. S. Population Census 1970 gives the following table:

TABLE 6: AUTOMOBILES AVAILABLE, EBCI, NORTH CAROLINA AND U.S. 1970

Automobiles	Percent of Total Household		
	EBCI	North Carolina	U.S.
1	45.10	44.90	47.71
2	10.78	32.49	29.32
3 or more	1.72	5.58	5.51
None	44.12	17.02	17.47

Housing

A survey performed by the Department of Natural and Economic Resources in cooperation with the Aid to Tribal Government Program, the Tribal Planning Staff in Cherokee, and the Qualla Housing Authority, in February, 1974, indicated there were 1,263 dwellings located on the land owned by the Eastern Band of Cherokee Indians. The total and condition of these housing units in each community is as the following table shows:

TABLE 7: TOTAL HOUSING OF EACH COMMUNITY - 1974

Community	Total Dwellings	Mobile Home	Permanent Home		
			Standard	Deteriorating	Dilapidated
Cherokee Co.	67	24	7	14	22
Snowbird	115	12	49	25	29
Big Y	73	5	37	12	19
Painttown	196	47	76	43	30
Soco	246	62	104	23	57
Big Cove	131	18	56	27	30
Birdtown	225	23	130	31	41
3200 Acre	29	8	7	4	10
Cherokee	181	45	72	28	36
Total	1,263	244	538	207	274

Note: Standard: Structures which have no defects or only slight defects which are correctable through regular maintenance.

Deteriorating: Structures having defects which require major repairs to bring up to standard and prevent further deteriorating.

Substandard: Housing that is deteriorating and/or dilapidated.

There were 207 dwellings in the deteriorating category which makes up 16 percent of all homes and 274 dwellings or 22 percent of dilapidated category, so substandard housing is 38 percent of all homes in the area. The distribution of standard and substandard housing in each community is as follows:

TABLE 8: Housing Distribution-Condition-1974

Community	Total Dwelling	Mobile Home		Standard Home		Substandard	
		Total	%	Total	%	Total	%
Cherokee County	67	24	35.82	7	10.44	36	53.73
Snowbird	115	12	10.43	49	42.60	54	46.95
Big Y	73	5	6.84	37	50.68	31	42.46
Painttown	196	47	23.97	76	38.77	73	37.24
Soco	246	62	25.20	104	42.27	80	32.52
Birdtown	225	23	10.22	130	57.77	72	32
Big Code	131	18	13.74	56	42.74	57	43.51
3200 Acre Tract	29	8	27.58	7	24.13	14	28.27
Cherokee	181	45	24.86	72	39.77	64	35.35

These 1,263 dwellings are occupied not only by 5,550 enrolled Cherokee's living in the Eastern Band of Cherokee Indian land, but also by an additional 450 to 500 non-Indians and Indians of other tribes. It means that each house is inhabited by 4.7 people. Considering the average number of occupants for all American households to be 3.2, we can see that Cherokee should have a housing number of 1,875 units. Besides the shortage of the housing, the number of rooms per house for Cherokee is also less than in North Carolina as a whole as well as the United States, as indicated in the following table:

TABLE 9: AVERAGE NO. OF ROOMS OF HOUSING IN EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA AND UNITED STATES IN 1970 (United States Population Census 1970)

Housing With	Cherokee (%)	North Carolina (%)	United States (%)
1 room	1.96	0.6	1.31
2 rooms	3.31	1.6	3.49
3 rooms	19.61	7.8	10.10
4 rooms	34.93	24.6	20.85
5 rooms	20.96	29.5	25.11
6 rooms	8.82	20.2	20.10
7 or more rooms	10.42	15.8	17.65

By the time of the survey, (February, 1974), the Qualla Housing Authority had accomplished the following:

- 36 low-cost rental housing units completed
- 277 mutual help homes completed
- 200 mutual help homes under construction
- 175 additional mutual help homes to begin immediately

Although the Qualla Housing Authority has built this number of housing units, there are still 481 substandard homes, and this means that about 2,260 persons live in substandard housing.

There are 244 mobile homes on the Eastern Band of Cherokee Indians Reservation; the condition of these mobile homes, whether standard or substandard, is not known. If the average of occupants for household is 4.7, it means that about 1,147 persons live in mobile homes.

The Eastern Band of Cherokee Indians has been faced with the problem of having great difficulty in providing sufficient housing and housing sites to supply the demand. Two new areas have been purchased by the Tribe (from possessory holders) to serve as new housing sites:

- a) Adams Creek Tract (also known as Musclehead Land) was purchased for HUD 236 housing (approximately 65 units to be constructed).
- b) Goose Creek Tract (also known as Julie Bradley Tract) was purchased for Mutual Help Housing. Approximately 49 sites are to be sold to Tribal Members at \$500 each. All sites are an acre or more of land each. Ten additional sites are on what is a planned sanitary landfill and will not be developed until the appropriate number of years have been passed after the landfill is closed.

Shopping and Recreation

The Cherokee residents have access to three small shopping centers located on the Reservation. Two centers are within the Yellow Hill Township, and one is located in the Painttown Township. There are numerous craftshops, restaurants, and recreational centers such as the Cherokee Museum, the Drama-Unto These Hills, Frontier Land, Santa Land, and the Indian Village catering to the tourist trade.

Many of the people travel to surrounding towns, the nearest one being ten miles away. Asheville is the closet metropolitan center; it lies about fifty-two miles east of Cherokee. These towns are visited with varying degree of frequency.

Each community has a club house or community building where some form of community recreational activity takes place. There are covered-dish suppers, Christmas parties, etc., as well as regular community meetings. The community clubs also sponsor ballteams which participate in Reservation competition.

There is a civic center located in Yellow Hill which sponsors day camps for young children out of school for the summer. The center also has a small library. Gospel singing groups and country-western music makers are welcome to use the center. Sports events such as basketball and boxing take place in the center.

There is a recreation park located in the Birdtown community for the use of all communities.

Indian Day, which is the time of the Ramp Festival, is a time for all communities to come together for a feast of that delicious, little onion-like ramp and bean bread.

In the autumn, the Fall Festival brings the summer season of harvest and storing-up to a close with a celebration, a homecoming for the off-Reservation Cherokee, a time to re-new old friendships and perhaps to make new friends. It is also a time when they share with others a glimpse into the Indian way of life.

Social Characteristics - Overview

The Reservations 56,573 acres is predominantly rural nonfarm with 97.25 percent of its population thus classified.

From a simple life of farming and forestry the Cherokee economy has changed into one that is complex and diverse. Tourism has become the major activity and is supplemented by light industry and a great variety of government activities. The rapid cultural change has caused intense conflicts and pressures on the social and psychological well being of the Cherokee people.

The problems encountered when an Indian attempts to move from extreme poverty and an agrarian way of life to a money economy are awesome. Added to this transition, the Cherokee feels keenly the on-slaught of the dominant Anglo culture compounded by over eight million pleasure-seeking tourists each year who invade his Reservation and gawk at him as the Native American. The astute Cherokee obliges for economic reasons and with tongue in cheek he dresses in feathers, dances, sells Indian-made artifacts (or Japanese-made Indian artifacts) prepares food, serves food, and generally entertains the visitors. It is, however, an affront to his way of life and although his economic situation is greatly improved, this rapid change in economy and culture has not been attained without a price - one of which is excessive use of alcohol and the resulting

problems of broken families, children living away from their natural parents, crime and delinquency, etc.

(Quoted from Evanell Thomasson,
Supervisory Social Worker,
Cherokee Agency)

Marital Status

Social problems caused by the accelerated rate of growth is reflected in the marital status of the Cherokees:

- a) Percentage-wise there are more males and females that are single than in the state and nation.
- b) Fewer husbands and wives percentage-wise are living together than in the state and nation.
- c) The percentage of Cherokees that are separated is twice as high than that of the nation.
- d) Percentage-wise fewer Cherokees are widowed than either the state or nation.
- e) The percentage of Cherokees who obtain divorce is lower than the nation but, a higher percentage of males are divorced than the state average.

See Table Number 10.

Blood degree has been on the increase as the Indians tend more and more to marry Indians. The Eastern Band of Cherokee Indians males and females age 14 years and old, married, spouse present, and of the same race is a surprising 46.66 percent. Contrary to what is thought by the non-Indian public, the Cherokees are not diluting into the American Melting Pot. They are not only going through a transition of blood degree increase, but are also increasing in population. The percent of Cherokee population under 18 years old is 45.44 as compared to the State's 28.72 and

TABLE #10

MARITAL STATUS OF THE POPULATION

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

PERCENT OF TOTAL POPULATION PERCENT OF MALES 14 YRS & OLDER

MARITAL STATUS	E.B.C.I.	N. C.	U.S.	E.B.C.I.	N. C.	U. S.
Male 14 yrs. old & older	31.37	35.44	35.18			
Single	11.92	10.40	10.05	38.01	29.33	28.57
Married, wife present	16.73	21.91	21.95	53.32	61.82	62.39
w/spouse of same race	14.27	-	-	45.48	-	-
Separated	1.22	.72	.51	3.87	2.02	1.46
Other married, wife absent	-	.84	.67	-	2.38	1.90
Widowed	.69	.94	1.05	2.21	2.66	2.98
Divorced	.81	.63	.95	2.58	1.78	2.70

MARITAL STATUS	E.B.C.I.	N. C.	U.S.	E.B.C.I.	N. C.	U. S.
Females 14 yrs old & older	30.80	38.04	38.34			
Single	8.86	8.34	8.67	28.76	21.91	22.62
Married, Husband Present	16.12	21.96	21.89	52.35	57.74	57.09
w/spouse of same race	14.73			47.84		
Separated	1.79	1.09	8.57	5.83	2.88	2.23
Other married, husband absent	.84	.89	.71	2.73	2.35	1.85
Widowed	2.46	4.78	4.73	7.99	12.57	12.34
Divorced	.72	.96	1.48	2.35	2.53	3.87

SOURCE: U. S. Census of the Population - U. S., 1970
 U. S. Census of the Population - N. C., 1970
 U. S. Census of the Population - PC (2)-1F, American Indians, 1970
 State of N. C., Department of Natural and Economic Resources

the Nation's 34.41. Cherokees have more female heads of families and less female primary individuals, (U.S. Census definitions) while the percentage of "other relative of head" shows a decidedly greater number than that of the State and Nation. (Table No. 11).

Household Composition

The Cherokee household is generally composed of the simple domestic family with frequently a few other relatives. Extended domestic families consist of father, mother, children, while mother's connections and daughter's connections occur occasionally. Residence has many matrilineal features, although the prevailing trend is toward the patrilineal type. In some cases two or more families, quite unrelated, may dwell together in perfect amity under the same roof. The household is the land-owning unit with the land use commonly being willed to that person who "takes care" of its original owner in his last days. Almost any relative can take care of the aged owner of a homestead and thus acquire the land at his demise. By the exchange, then, of "taking care" for a land tenure, the percentage of poor persons not living in families tend to be less than the State or Nation.

Fertility Rates

Fertility rates for women ever married (in all categories) are much higher for the Cherokees than state or national rates. After averaging the births per 1,000 women ever married of all three age groups, the results show:

TABLE # 11 SOCIAL CHARACTERISTICS - RELATIONSHIP TO HEAD OF HOUSEHOLD
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES 1970

Relationship to Head of Household	% of Total Population E.B.C.I.	% of Total Population N.C.	% of Total Population U.S.
Under 18 yrs. old	45.44	28.72	34.41
*% of all under 18	*(72.16)	*(78.29)	*(40.44)
Living with both parents			
Head of Household	22.95	29.83	31.32
Head of Family	20.70	25.43	25.18
Female Head	3.79	.30	2.73
Primary Individual	2.26	4.40	6.14
Female Primary Individual	.67	2.96	3.86
Wife of Head	15.28	21.50	21.59
Other Relative of Head	61.42	43.86	42.80
Nonrelative of Head	.35	1.09	1.45
In Group Quarters	-0-	3.71	2.85
Inmate of Institution	-0-	.94	1.04
Other	-0-	2.78	1.80

SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC(2)-1F, 1970, American Indians.
State of N.C., Department of Natural and Economic Resources.

- a) Eastern Band of Cherokee Indians, 35.42 percent higher than the State.
- b) Eastern Band of Cherokee Indians, 33.77 percent higher than the Nation.

Nearly all Eastern Cherokees are native to the State of North Carolina with only 2.75 percent having been born in other states. On the other hand, 16.10 percent of North Carolina's residents were born out of the State. For the United States, 26.30 percent of the population was found to have been living in a State other than the State in which they were born. (1970 census). See Table Number 12.

Presence of Children

The number of families by presence of children shows greater family unity among the Eastern Band of Cherokee Indians than North Carolina or the United States, particularly with the families with female heads where the Cherokee percentages are more than twice that of the State and National percentages. Cherokee lags only in the area of number of Husband-Wife families which indicates a high divorce rate and confirms the large ratio of females raising their families without the presence of the father. (Table No. 13).

TABLE # 12 SOCIAL CHARACTERISTICS - CHILDREN EVER BORN AND PLACE OF BIRTH
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Children Ever Born	PERCENT OF TOTAL POPULATION	
	E.B.C.I.	U.S.
Women ever married-15-24 yrs. old	3.82	3.18
Children per 1,000 women ever married	*(1288)	*(995)
Women ever married-25-34 yrs. old	6.05	5.62
Children per 1,000 women ever married	*(5153)	*(3132)
*Actual Number Rate		
Place of Birth	PERCENT OF TOTAL POPULATION	
	E.B.C.I.	U.S.
Foreign Born	-0-	4.73
Native		
Born in State of Residence	100.00	95.27
Born in Different State	92.42	68.00
Northeast	2.75	26.30
Northcentral	-0-	
South	-0-	
West	1.74	
	1.01	
Born Abroad, at sea, etc.	.43	1.10
State of Birth Not Reported	4.39	4.60

SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC (2)-1F, American Indians.
State of N.C., Department of Natural and Economic Resources.

TABLE # 13 SOCIAL CHARACTERISTICS - FAMILIES BY PRESENCE OF CHILDREN
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

FAMILIES BY PRESENCE OF CHILDREN		PERCENT OF TOTAL FAMILIES	
		E.B.C.I.	N.C. U.S.
Total Families - *(As a Percent of			
Total Population)		*(20.70)	*(25.43) *(25.18)
With own children under 18 yrs.		61.96	56.04 55.27
With own children under 6 yrs.		36.78	25.92 26.10
Husband-Wife Families			
With own children under 18 yrs.		77.20	84.79 86.01
With own children under 6 yrs.		48.53	48.76 48.22
Families with Female Head		31.33	23.50 23.51
With own children under 18 yrs.		18.32	11.95 10.83
With own children under 6 yrs.		12.31	6.02 5.92
		5.46	2.02 2.22

SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC (2) - 1F, American Indians, 1970.
State of N.C., Department of Natural and Economic Resources.

3. POPULATION - PRESENT AND FUTURE

Overview

Population, as well as many other subjects pertaining to Indians, must be approached from divergent standards. When speaking of population in the Non-Indian world, one assumes total population of a subject area; a figure that usually includes White and non-White. On Indian Reservations the question of total population is assumed to mean enrolled Indians of the Tribe and is answered with a figure representing total Indian population excluding non-Indians and often Indians who are members of other Tribes but are residing on lands of the subject tribe. A distinction must always be made as to the character of the group one is speaking of. In the case of the Eastern Band of Cherokee Indians and the persons to be counted in one regard or another, we will find various categories that are used for various and purposeful reasons not common or needful for non-Indians. Some of the main categories used by the Cherokees are as follows:

1. Enrolled Eastern Cherokees
2. Enrolled Eastern Cherokees living on Eastern Cherokee Tribal owned lands.
3. Enrolled Eastern Cherokees living on or adjacent to (near) the Eastern Cherokee Tribal owned lands.
4. Enrolled Indians, non-Cherokee, living on Eastern Cherokee Tribal owned lands (usually married to an Enrolled Eastern Cherokee).

5. Non-Indian living on Eastern Cherokee Tribal owned land.
(This group consists of non-Indians married to Eastern
Cherokees, government employees, a few traders who lease
businesses and a small number of workers or employees of
the various businesses and industries who would also have
to lease or rent, as they would not be able to purchase
Tribal land.)

Geographic Subdivisions

Equal in importance of the five main population categories
and somewhat more complex are the geographical subdivisions for
population enumeration and other purposes useful to the Cherokee.
The main categories and their subdivisions are:

A. By County

1. Cherokee
2. Graham
3. Haywood (no residents - Tribal Reserve)
4. Jackson
5. Swain

B. By Township (Tribal Voting Districts)

1. Big Cove
2. Birdtown
3. Cherokee County
4. Painttown
5. Snowbird
6. Wolftown
7. Yellow Hill

The enrolled Cherokee Indians residing on Eastern Cherokee lands in Cherokee County have requested they be recognized as a separate Township and no longer be represented in Snowbird. The outcome resulted in one member being elected from the Cherokee County area and one from the Snowbird area. The other communities elect two Council members each.

C. By Community

1. 3,200 Acre Tract
2. Big Cove
3. Birdtown
4. Cherokee County
5. Cherokee
6. Painttown
7. Snowbird
8. Soco
9. Big Y

See Maps Number 1, 2, 3, 4 and 5.

D. Major Land Distinctions

1. Possessory Holdings
2. Tribal Reserve

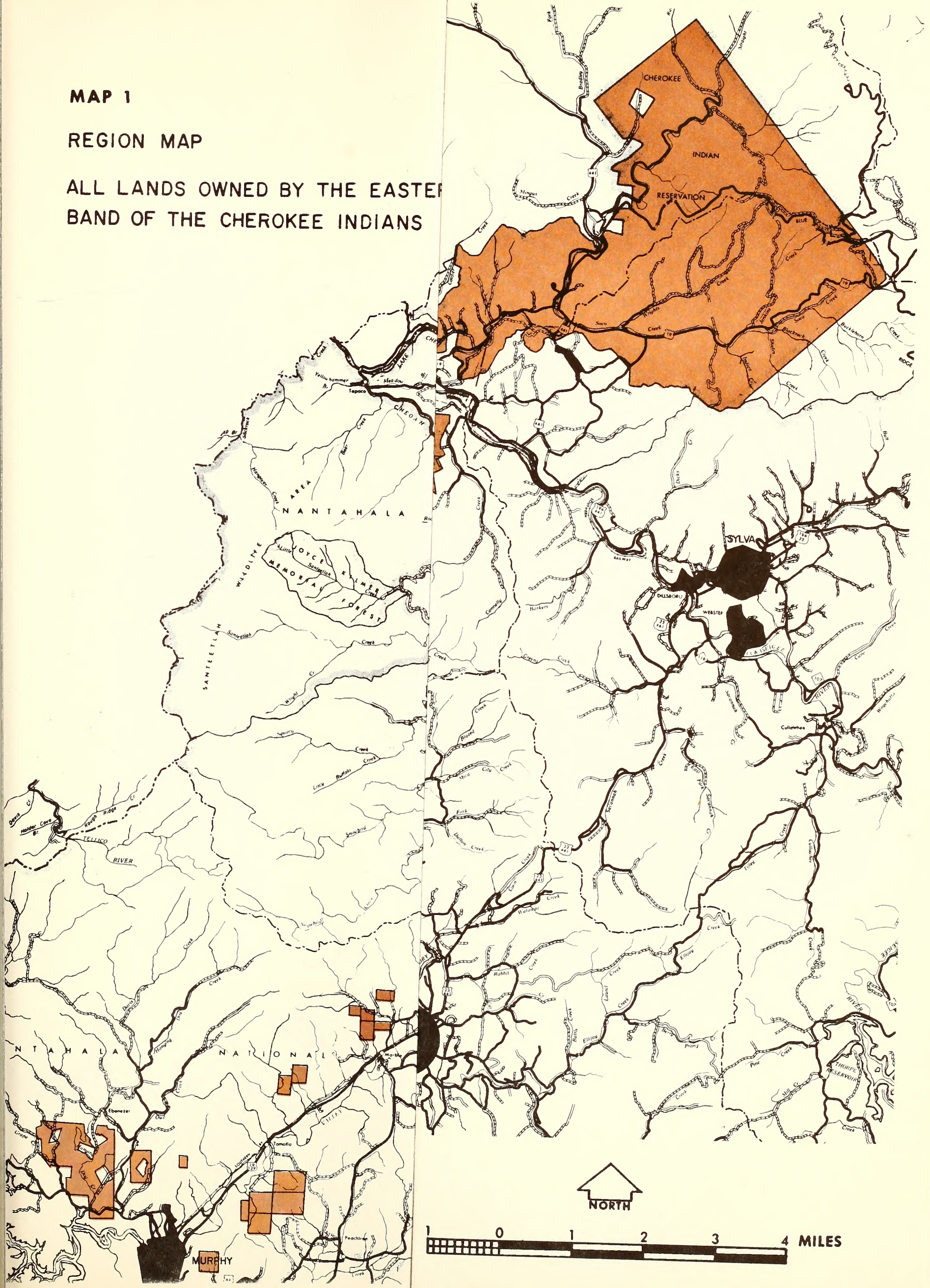
E. Land Groupings, Tracts and Boundary

1. Map Number 1 shows all the lands owned by the Eastern Band of Cherokee Indians.
2. Qualla Boundary (Map Number 2 and 3).
3. 3200 Acre Tract (Map Number 2 and 3).
4. Cherokee County Tracts (Map Number 4).
5. Graham County Tracts (Map Number 5).

MAP 1

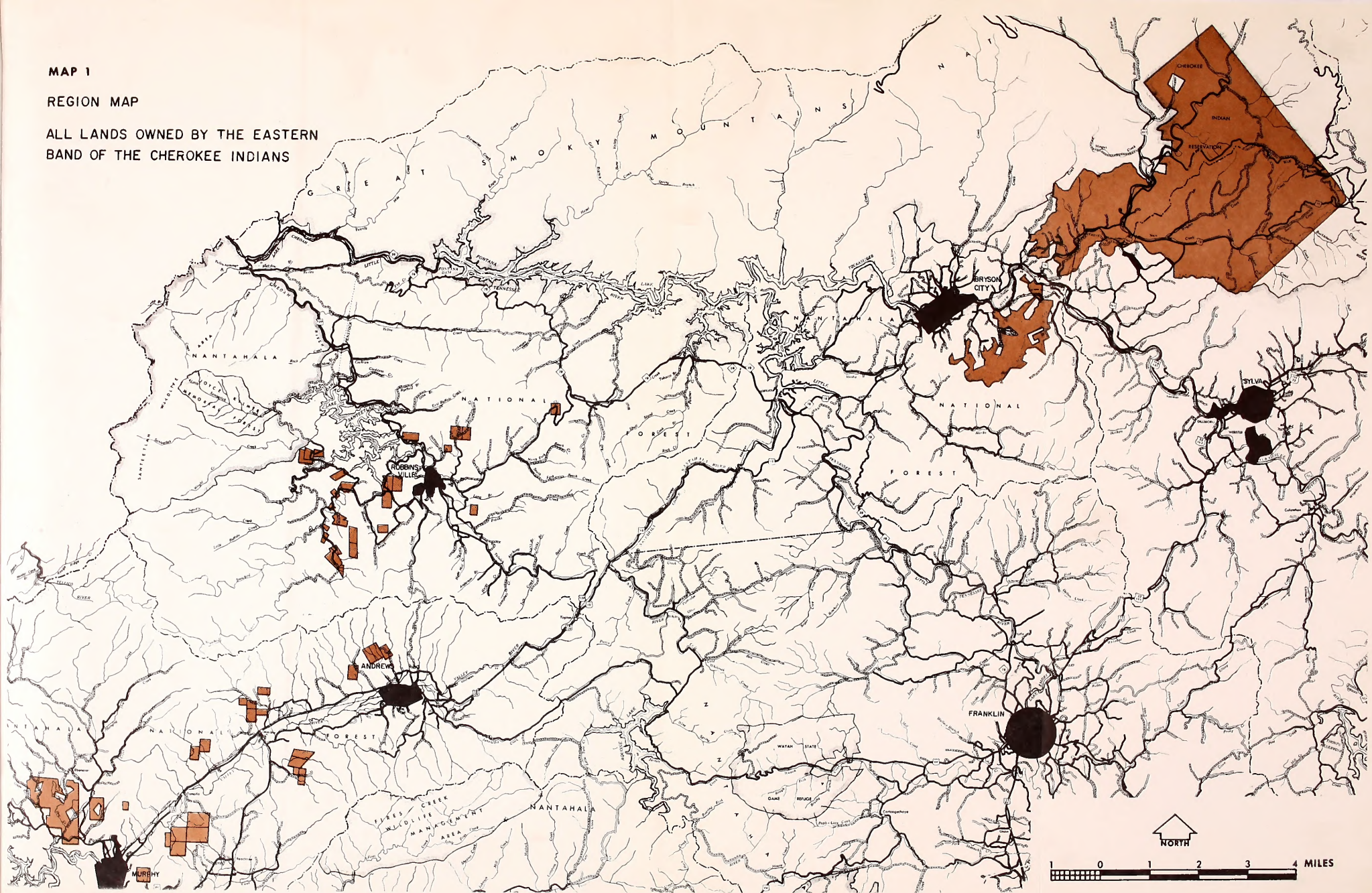
REGION MAP

ALL LANDS OWNED BY THE EASTERN
BAND OF THE CHEROKEE INDIANS



MAP 1
REGION MAP

ALL LANDS OWNED BY THE EASTERN
BAND OF THE CHEROKEE INDIANS



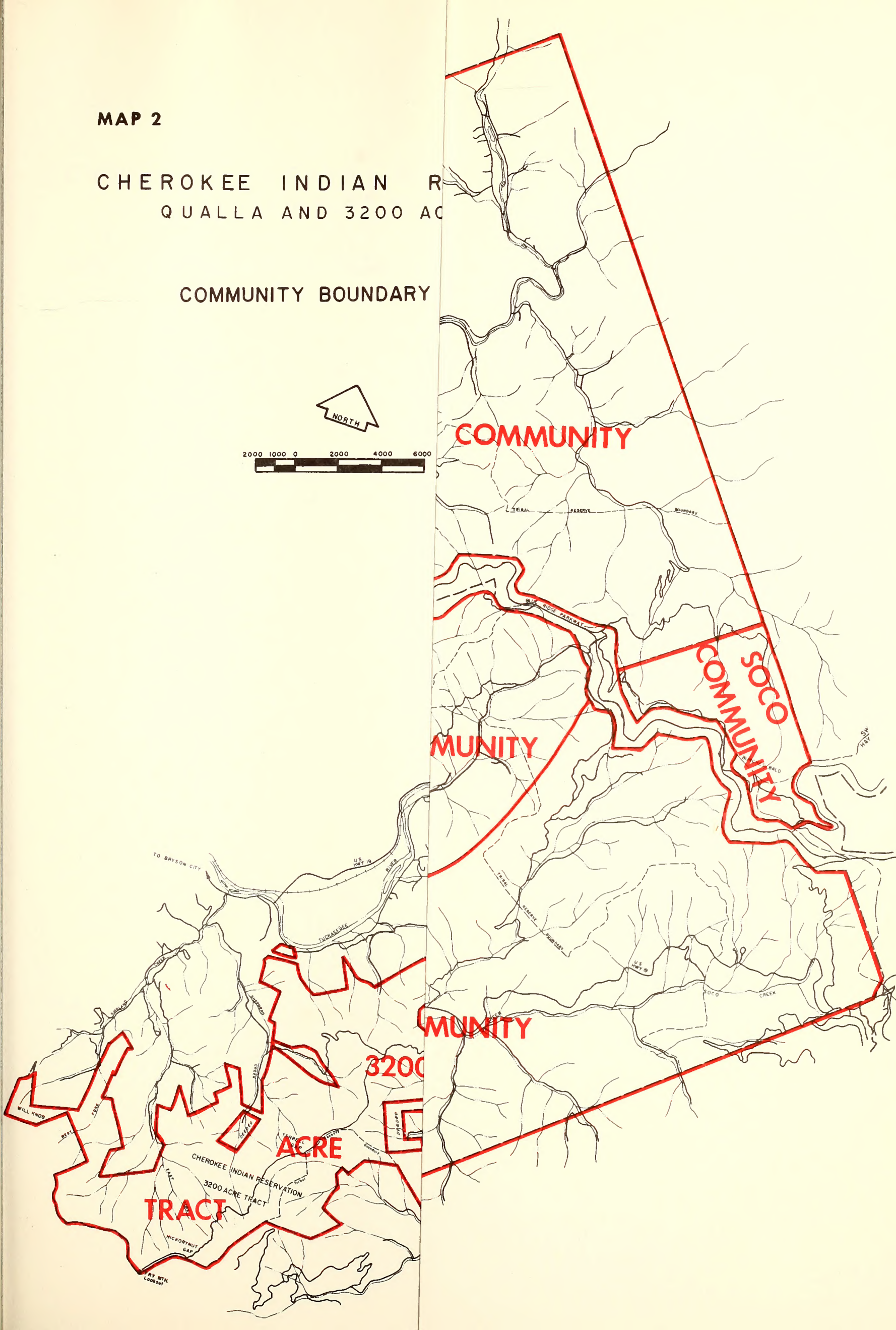
MAP 2

CHEROKEE INDIAN RESERVATION
QUALLA AND 3200 ACRE TRACT

COMMUNITY BOUNDARY



2000 1000 0 2000 4000 6000



MAP 2

CHEROKEE INDIAN RESERVATION
QUALLA AND 3200 ACRE TRACTS

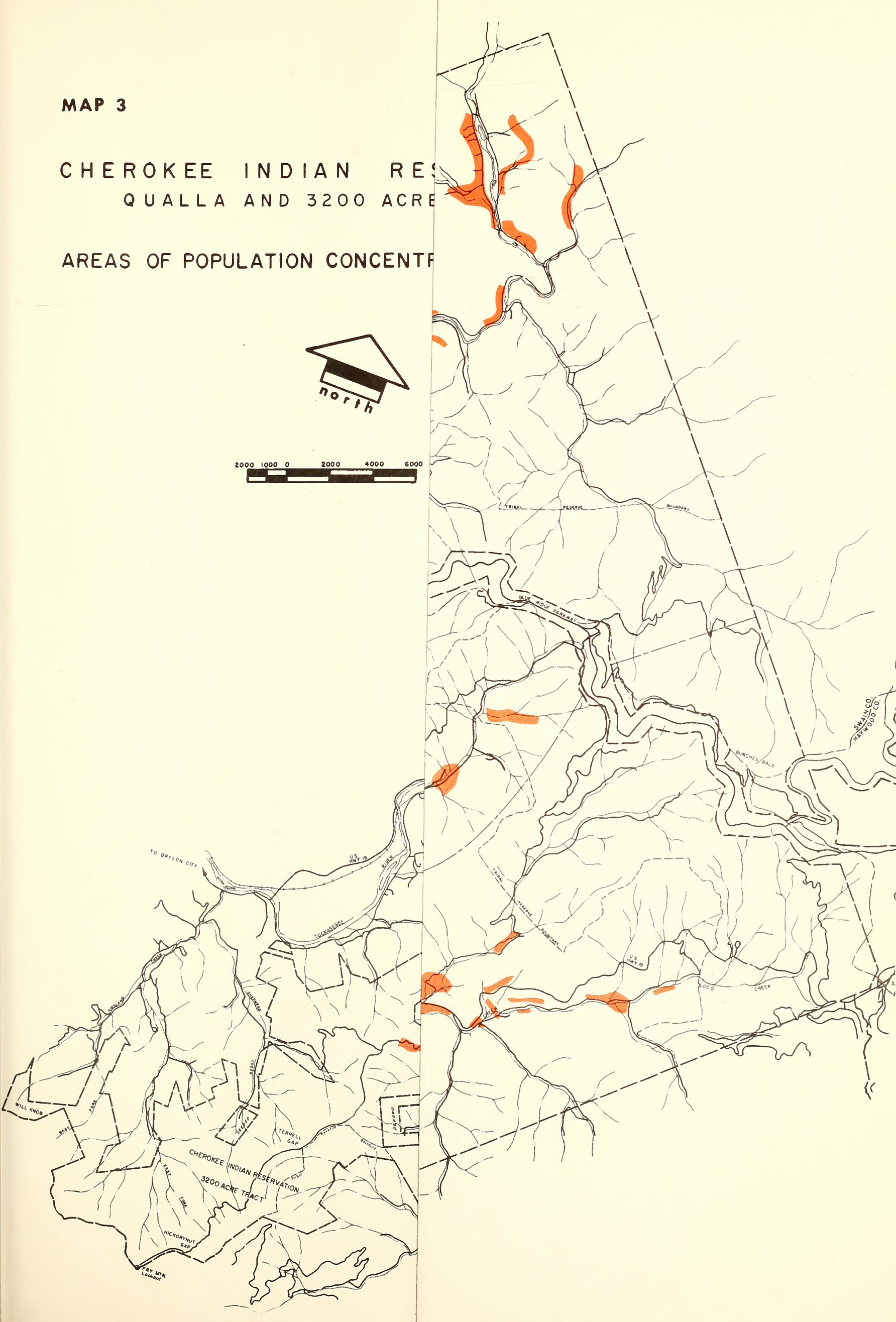
COMMUNITY BOUNDARY LINES



MAP 3

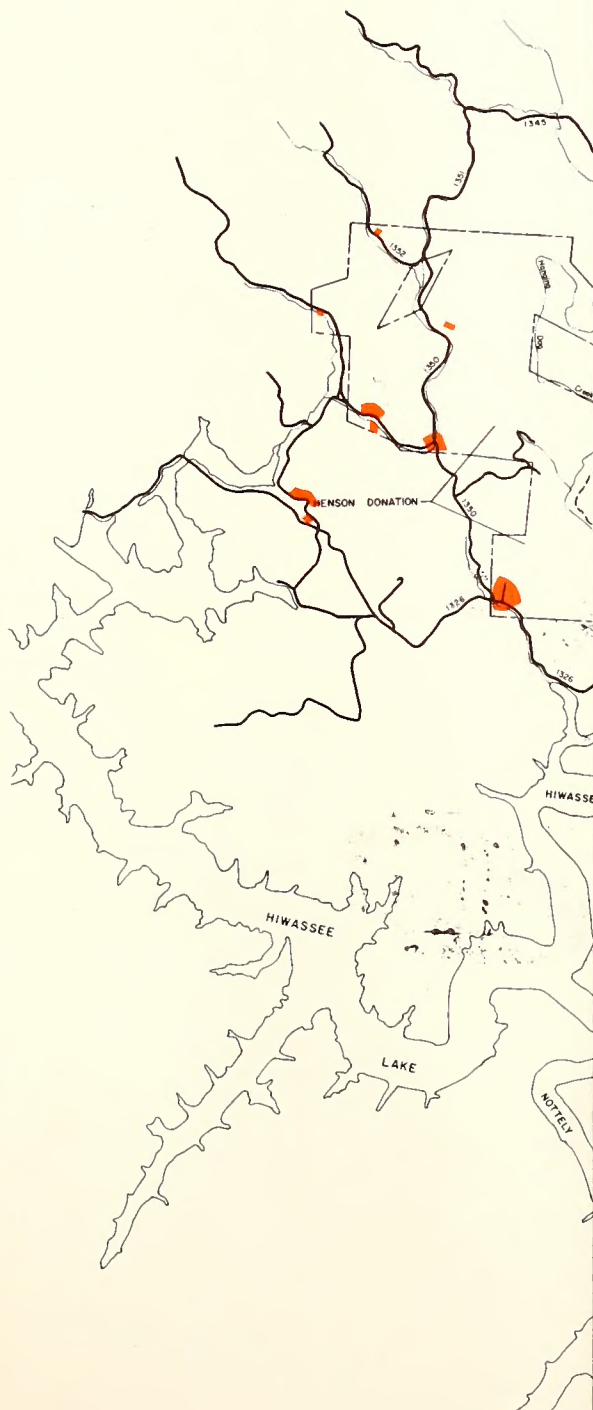
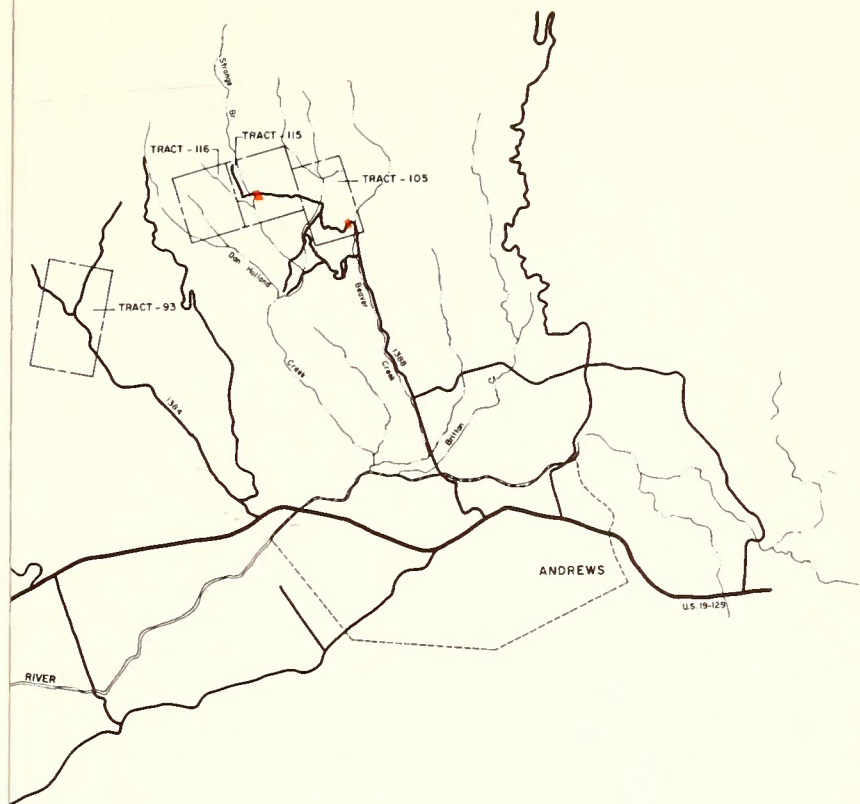
CHEROKEE INDIAN RES
QUALLA AND 3200 ACRE

AREAS OF POPULATION CONCENTR



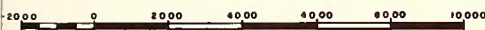
CHEROKEE INDIAN RESERVATION
QUALLA AND 3200 ACRE TRACTS





OF POPULATION CONCENTRATION

DIAN TRACTS
COUNTY, N.C.





MAP 4

AREAS OF POPULATION CONCENTRATION

CHEROKEE INDIAN TRACTS
CHEROKEE COUNTY, NC.





Reliability of Sources

The two main sources of information on past Indian population are: (a) the annual census published in the reports by the various Commissioners of Indian Affairs since 1861, and (b) the decennial publications on general population issued by the Bureau of Census, which listed Indians separately beginning with the year 1850. Both sources contain significant errors. Moreover, the difference in their respective methods of enumerating and classifying precludes close comparison. Worse, both sources have frequently changed their methods of enumerating and classifying; hence, neither can be readily used to compute trends over long periods.

Indians Variouslly Defined

The 1910 census classed as Indians "all persons of mixed blood who have any appreciable amount of Indian blood"--obviously a flexible and uncertain criterion. Enumerators of the 1930 census were instructed to include persons of mixed blood "except where the percentage of Indian blood is very small" or where the individual "is regarded as a white person in the community where he lives." A person of mixed Indian and Negro blood was to be classified as a Negro, "unless the Indian blood predominates, and the status as an Indian is generally accepted in the community."

The Indian Office, on the other hand, aims specifically to count what might be termed official Indians. It has usually defined Indians as persons on the official roll of any Tribe, and hence has sometimes included in its count many of negligible Indian blood, besides intermarried whites; but the definition is

disregarded in its extensive estimating. Furthermore, tribal rolls have sometimes been years out of date and often many Indians on a given tribal roll do not live on the Reservation which counts them.....a further cause of discrepancies between the Indian Office and the Census Bureau.

The annual figures of the Indian Office for population on most reservations are rough estimates corrected by actual counts only when special administrative need arises. To compute population trends it was necessary to segregate the reservations or bands for which actual yearly counts were apparently made. The result was two newly constructed registration areas, covering respectively 64 reservations or bands from 1900-1934 and 92 reservations or bands from 1910-1934. The samplings indicate that from 1910 to 1930 enrolled Indians increased at almost precisely the same rate as the total Negro population of the United States. Indian population probably declined, at varying rates, for three centuries prior to approximately 1,905. Increases since then have been largely or wholly among persons of mixed blood.

Methodology for Population Counts

The Eastern Band of Cherokee Indians, having lands scattered in five counties in Western North Carolina and population scattered over four counties causes great inaccuracy by a step-down process using U.S. Census 1970 figures. If one were to use the 1970 Census for population count, giving the maximum benefit of doubt under the heading of "other" and further delineation by utilizing township numbers for the two counties of Jackson and Swain, which have the higher concentrations of Indian population, one would arrive at the following:

<u>Cherokee Co.</u>	<u>Graham Co.</u>	<u>Jackson Co.</u> <u>Qualla Twp.</u>	<u>Swain Co.</u> <u>Charleston Twp.</u>
79	320	1,819	993

yields a total of 3,211 Indians. In 1972, the official number recognized for the purpose of revenue-sharing funds was 4,796:

<u>Cherokee Co.</u>	<u>Graham Co.</u>	<u>Jackson Co.</u>	<u>Swain Co.</u>
71	320	1,858	2,547

In actuality, a house-to-house survey conducted by the "Aid to Tribal Government Program" staff shows a more accurate figure of 5,030 Indians (1972-1973).

<u>Cherokee Co.</u>	<u>Graham Co.</u>	<u>Jackson Co.</u>	<u>Swain Co.</u>
149	454	1,863	2,561

As shown below, the results indicate a remarkable degree of error by the official 1970 Census compared to the house-to-house survey carried out by the "Aid to Tribal Government Program" staff.

	<u>U.S. Census</u>	<u>Actual Survey</u>	<u># Difference</u>
Cherokee Co.	79	149	70
Graham Co.	320	454	134
Jackson Co.	1,858	1,863	5
Swain Co.	2,547	2,564	17
Totals	<u>4,796</u>	<u>5,030</u>	<u>234</u>

There are 301 non-Indians residing on lands owned by the Eastern Band of Cherokee Indians which are not included in any of the above figures. If the 301 non-Indians were added to the 234 Indians, the resulting conclusion is that there are 535 residents on the Cherokee Indian Reservation for which the Tribe was not receiving revenue-sharing funds.

Percentages here show that 36.2 percent of the Eastern Band of Cherokee Indians were not counted in the U.S. Census of 1970. A later count by the U.S. Bureau of the Census entitled, "Ameri-

can Indians" - PC(2)-1F separated the Eastern Band of Cherokee Indians under the heading "Cherokee, North Carolina". Total population for the Eastern Cherokees in this census report was 3,455. As the 3,455 was a more than reasonable sample being 70 percent of the total actual count, by transposing the data into percentages we are able to provide a reasonably accurate picture using this Census Report.

Using the step-down process, we completed a study on the General Statistics on Poverty for the Eastern Band of Cherokee Indians. Anyone even vaguely familiar with the Tribe would immediately detect the inaccuracy as did the Planning Board and members of the Tribal Council. The study will not be published nor will the step-down process be used in any part of this report. The step-down process of county figures, in actuality, show only characteristics of the subject four counties. Because the Indian population has a special set of problems not shared with the other residents of the four-county area to the same degree and intensity, if the degree of error of the study on Poverty Statistics was more than 27 percent on persons with income less than poverty level, then certainly all other figures were in error.

As was seen by our attempts to obtain acceptable population figures in the "Incidence of Poverty" draft, there was a wide range of base population figures to choose from. A recent survey was completed in 1972 by Alvin Smith, George Owle, Mark Reed, and their staff, all of which were Cherokees working with the Health, Education & Welfare Program "Aid to Tribal Governments" and with the help of Mildred Jessan, Tribal Enrollment Officer.

Because of the methodology and integrity of the enumerators, we accept their findings to be reasonably accurate and able to withstand normal testing. The original survey was done in 1972 and was updated in January of 1974. It is this update which we will use except where noted otherwise.

TABLE #14 Population By County

County	Total Pop.	Number Indians	% Indians of Total	Number of Non-Indians Tribal Land	Total Pop. on Tribal Lands
Cherokee	16,300	149	.91	-0-	149
Graham	6,562	454	6.92	9	463
Jackson	21,593	1,863	8.62	100	1,963
Swain	<u>7,861</u>	<u>2,564</u>	<u>32.62</u>	<u>192</u>	<u>2,756</u>
TOTALS	52,346	5,030		301	5,331
AVERAGE			12.27		

Population By Community and County

(Indian and non-Indian on Tribal Lands). Map Number 2 is a base map showing community boundary lines for the Qualla Boundary and the 3200 Acre Tract.

TABLE #15 Population By Community and County

<u>County</u>	<u>Community</u>	<u>Indian</u>	<u>Non-Indian</u>
Cherokee County	Cherokee	149	-0-
Graham County	Snowbird	454	9
Jackson County	Big Y	360	11
	Painttown	728	46
	Soco	775	43
Swain County	Big Cove	698	11
	Birdtown	962	95
	3200 Acre Tract	136	26
	Cherokee	<u>768</u>	<u>60</u>
Totals		<u>5,030</u>	<u>301</u>

At this point it is interesting to observe the varied percentage difference of Indians and non-Indians in the nine communities.

TABLE #16 Indian, Non-Indian Composition of Communities

<u>Community</u>	<u>Total Population</u>	<u>% Indian</u>	<u>% Non-Indian</u>
Cherokee Co.	149	100.00	-0-
Snowbird	463	98.06	1.94
Big Y	371	97.04	2.96
Painttown	774	94.06	5.94
Soco	818	94.74	5.26
Big Cove	709	98.45	1.55
Birdtown	1057	91.01	8.99
3200 Acre Tract	162	83.95	16.05
Cherokee	<u>828</u>	<u>92.75</u>	<u>7.25</u>
Total	5331		
Percent of Total		94.35	5.65

Population concentrations on the Qualla Boundary and 3,200 acre tract which includes Cherokee Community, Big Y Community, Painttown Community, Soco Community, Big Cove Community, and Birdtown Community are of high density and are shown on Map Number 3. The Cherokee County tracts and the Graham County tracts have small total populations which are scattered and are shown on Maps Number 4 and Number 5.

Because of Tribal Policy and Tribal land status, these figures should be computed periodically and attention given to areas where percentages show a definite imbalance trend.

Ethnic Composition of the Eastern Cherokee Reservation

Indian tribes have historically been known to intercommunicate for purpose of trade, relocation, sports and games, uniting against common enemies and socialization. They possess an intangible unity which has carried them through four centuries of persecution and are a people unified by their humanity--not a pressure

group unified for conquest. Indians from all tribes travel great distances to meet together, to visit friends, to attend ceremonials and to obtain an education and pursue livelihoods. The close and constant inter-communication between tribes and members of Indian tribes is a factor of great influence for one finding Indians of various tribal membership living on Reservations other than their own. Indians also have the increasing tendency to marry Indians which is reflected in the percentage of Indian blood-degree continuing to increase.

Of the 5,030 Indians residing on Eastern Cherokee Lands in 1972, 39 were enrolled members of "other" Indian Tribes coming from as far away as the State of Washington. In scope, there were "other" Indians in Cherokee from 14 different tribes.

	<u>Tribe</u>	<u>Number</u>
1.	Western Cherokee	10
2.	Choctaw	5
3.	Yakima	4
4.	Navajo	3
5.	Blackfoot	3
6.	Sioux	3
7.	Ute	2
8.	Creek	2
9.	Shoshone-Piaute	1
10.	Chitimacha	1
11.	Tachi	1
12.	Seneca	2
13.	Navajo-Pima	1
14.	Pueblo	1
	Total	<u>39</u>

Three Mexicans and two Germans are noted in the survey and are counted amongst the non-Indians, although it is questionable as to whether Mexican is Indian or non-Indian.

Ethnic Composition of Each Community:

Cherokee County
Eastern Cherokee

149

Snowbird	
Eastern Cherokee	454
Non-Indian	9
Big Y	
Eastern Cherokee	358
Choctaw	1
Shoshone-Piaute	1
Non-Indian	11
Painttown	
Eastern Cherokee	721
Western Cherokee	3
Navajo	1
Blackfoot	1
Seneca	1
Navajo-Pima	1
Non-Indian	46
Soco	
Eastern Cherokee	768
Western Cherokee	2
Choctaw	2
Pueblo	1
Sioux	1
Seneca	1
Mexican	1
Non-Indian	42
Big Cove	
Eastern Cherokee	695
Western Cherokee	2
Navajo	1
Non-Indian	11
Birdtown	
Eastern Cherokee	958
Western Cherokee	1
Blackfoot	2
Creek	1
Mexican	1
German	1
Non-Indian	93
3200 Acre Tract	
Eastern Cherokee	136
Non-Indian	26
Cherokee	
Eastern Cherokee	751
Western Cherokee	2
Choctaw	2
Chitimacha	1

Yakima	4
Creek	1
Navajo	1
Sioux	2
Tachi	1
Catawba	1
Ute	2
German	1
Mexican	1
Non-Indian	58

Age of the Population

Population is categorized into two major groups, male and female, on the following tables and charts. The major groups are then divided into 16 age categories which show the age group concentrations by percentages. North Carolina and the United States show similar population trends while the Cherokees have extremes at numerous points indicating erratic birth and death rates as well as in and out-migration tendencies. Years of stable economy will bring many Cherokees home and during years of poor economy and unemployment, relocation becomes a means for existence. A loss of population from ages 18 through 60 further indicates that inadequate employment due to insufficient number of jobs, inadequate pay scales and the seasonal nature of the tourist industry, forces a great number of the productive labor force to relocate in industrialized areas across the nation where a decent standard of living can be maintained. The upswing in population from years 60 and above shows the Cherokee's desire to return home when retirement age is reached. It is assumed that fewer Indians would leave the Reservation if adequate income could be provided during their productive years.

TABLE #17

AGE OF THE POPULATION - MALE

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970		PERCENT OF TOTAL POPULATION				PERCENT OF ALL MALES			
MALE		PERCENT OF TOTAL POPULATION		PERCENT OF ALL MALES		PERCENT OF TOTAL POPULATION		PERCENT OF ALL MALES	
		E.B.C.I.	N. C.	U. S.	E.B.C.I.	N. C.	U. S.	E.B.C.I.	N. C.
Under 5 years		6.43	4.36	4.29	12.68	8.91	8.82		
5 to 9 years		7.96	4.36	5.02	15.71	10.19	10.32		
10 to 14 years		5.27	4.99	5.23	10.39	10.75	10.74		
15 to 19 years		6.34	5.26	4.78	12.51	10.89	9.83		
20 to 24 years		3.91	5.33	3.81	7.71	9.36	7.84		
25 to 29 years		3.70	4.58	3.23	7.31	6.90	6.64		
30 to 34 years		1.79	3.38	2.75	3.54	5.82	5.66		
35 to 39 years		2.23	2.85	2.68	4.40	5.58	5.51		
40 to 44 years		2.43	2.73	2.87	4.80	5.82	5.89		
45 to 49 years		1.22	2.85	2.88	2.40	5.72	5.91		
50 to 54 years		1.79	2.80	2.63	3.54	5.09	5.40		
55 to 59 years		2.17	2.49	2.35	4.28	4.49	4.83		
60 to 64 years		2.81	2.20	1.99	5.54	3.64	4.08		
65 to 69 years		1.13	1.78	1.53	2.23	2.72	3.15		
70 to 74 years		.29	1.33	1.14	.57	1.90	2.34		
75 years and older		1.22	.93	1.48	2.40	2.21	3.04		

SOURCE: U. S. Census of the Population, U. S. 1970; U. S. Census of the Population, N. C. 1970; U. S. Census of the Population PC (2) - IF, American Indians, 1970; State of North Carolina, Department of Natural and Economic Resources

AGE OF THE POPULATION
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
MALES - ALL AGES
AS PERCENT OF ALL MALES

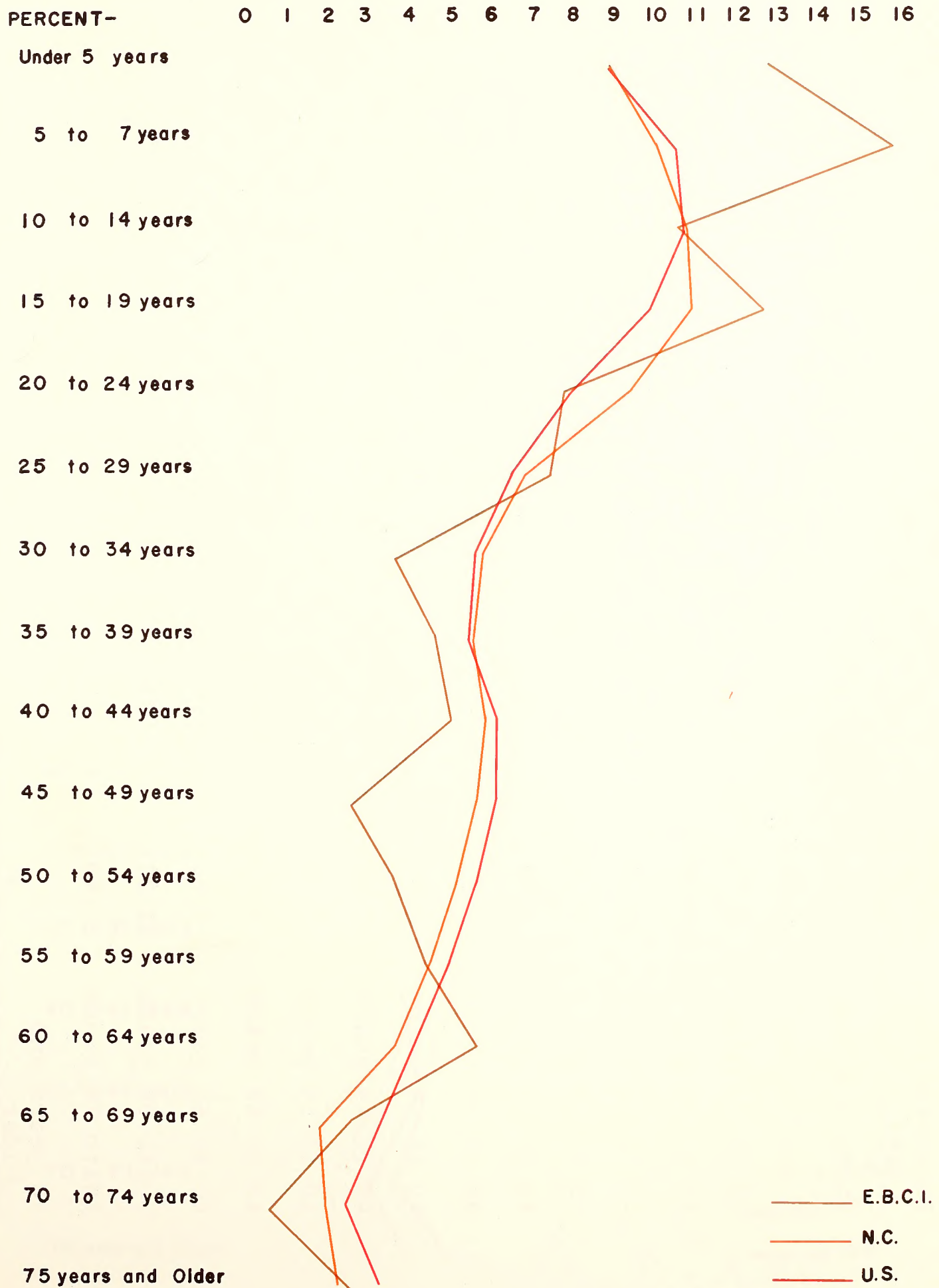


TABLE #18

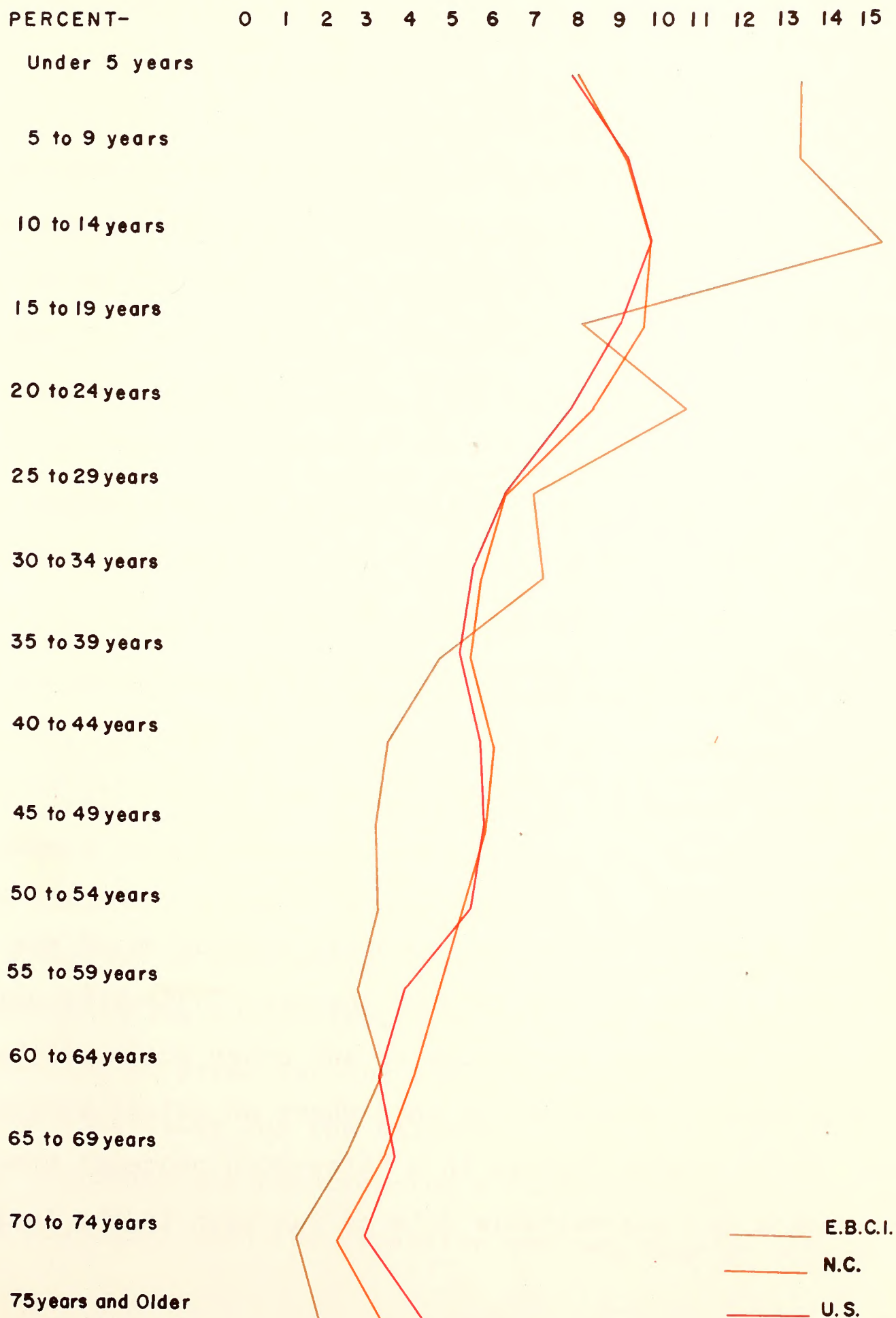
AGE OF THE POPULATION - FEMALE

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Female Ages	PERCENT OF TOTAL POPULATION			PERCENT OF ALL FEMALES		
	E.B.C.I.	N. C.	U. S.	E.B.C.I.	N. C.	U. S.
Female-All Ages	49.32	51.05	51.34			
Under 5 years	6.51	4.18	4.13	13.20	8.19	8.04
5 to 9 years	6.51	4.82	4.85	13.20	9.44	9.44
10 to 14 years	7.44	5.06	5.04	15.08	9.92	9.81
15 to 19 years	3.94	4.96	4.66	7.98	9.71	9.08
20 to 24 years	5.15	4.39	4.11	10.45	8.59	8.00
25 to 29 years	3.36	3.41	3.36	6.81	6.68	6.54
30 to 34 years	3.47	3.02	2.88	7.04	5.92	5.61
35 to 39 years	2.29	2.94	2.81	4.64	5.76	5.47
40 to 44 years	1.68	3.07	3.03	3.40	6.02	5.90
45 to 49 years	1.53	3.03	3.08	3.11	5.93	5.99
50 to 54 years	1.56	2.72	2.82	3.17	5.32	5.50
55 to 59 years	1.42	2.49	2.57	2.88	4.87	5.01
60 to 64 years	1.65	2.16	2.27	3.35	4.23	4.42
65 to 69 years	1.22	1.75	1.91	2.46	3.44	3.71
70 to 74 years	.69	1.29	1.54	1.41	2.52	3.00
75 years and older	.90	1.76	2.29	1.82	3.45	4.47

SOURCE: U. S. Census of the Population, U. S., 1970; U. S. Census of the Population, N. C. 1970; U. S. Census of the Population, PC (2)-1F, American Indians, 1970 State of N. C., Department of Natural and Economic Resources

AGE OF THE POPULATION
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
FEMALES - ALL AGES -
AS PERCENT OF ALL FEMALES



Areas of Population Concentration

As can be seen from Maps 3, 4 and 5 the population of the Cherokees is widely scattered with small concentrations and having no main population center causing planning of any facilities to serve the homes and citizens to be extremely difficult if economic factors are considered.

Official Enrollment

Enrollment or census records have periodically been established for the Cherokees as a requirement by the federal government for allotments, removal purposes and even for offensive and defensive reasons beginning in the early 1800's. The most recent was an up-date of the "Revised Baker Roll" compiled by the Tribal Enrollment Office in 1974 with a cut-off date of October 8, 1974. This roll was taken for the purpose of allotting a per capita payment for the settlement of an Indian claims case and produced an exceedingly accurate, modern census record:

Eastern Band of Cherokee Indians Official Enrollment, October 8, 1974

Total Enrolled Members	8,381
Enrolled Members Residing on EBCI Lands	5,550
Enrolled Members Residing off EBCI Lands	2,831

Population Projections

It is impossible to derive any accurate conclusion of the characteristics of the Eastern Band of Cherokee Indians by using U.S. Bureau of the Census statistics or any other known statistic gathering agency except in the case where an actual survey was taken. Using county figures in a "step-down process" provides inaccurate and unacceptable data as was seen in the Incidence

of Poverty report that was never officially published. The U.S. Bureau of the Census (1970) figures on the total count of Eastern Cherokees were 39.8 percent in error and therefore unusable for any kind of population projections. On Table Number 19, we established the Indian population as a percent of the county populations and carried this step-down process to the year 2,020 using the Environmental Protection Agency's "Projected Population by County" figures for the base. We then reworked the base with an in-migration factor which produced the numbers shown in Table Number 20. There is a difference here of 2,500 which could be accounted for by the in-migration factor and the non-Indians that are not accounted for in the base.

We know that the Cherokee Indians have unique problems and reside in drastic contrast to their non-Indian neighbors in each of the counties in which they are encompassed. One of the most important factors is the element of in-migration. Much of the reason for this is due to the trend of Indians that were previously relocated, now returning home to their Reservation; a trend common to all reservations not just the Eastern Cherokees. Another important element is the increase in federal programs which brings in an increasing number of non-Indian employees to participate in the administering of programs related to health and education as prime factors along with economic and construction activities for the balance.

The Cherokees are experiencing a "boost" in their economy (Qualla Boundary) with the expansion and increase of business and

TABLE #19

THE ENVIRONMENTAL PROTECTION AGENCY'S "PROJECTED POPULATION BY COUNTY"
 HISTORIC POPULATION (1940-1970) 1/ AND BASE-LINE POPULATION
 PROJECTIONS (1980-2000) 2/ FOR N. C. COUNTIES
 EBCI = CURRENT PERCENT OF COUNTY POPULATIONS (1970) INDIAN ONLY

Total County Population

County	1940	1950	1960	1970	1980	1990	2000	2010	2020
Cherokee	18,813	18,294	16,335	16,330	17,500	19,000	20,500	22,500	24,500
91% EBCI Only	171	166	149	149	159	173	187	205	223
Graham	6,418	6,886	6,432	6,562	6,800	7,300	8,000	8,500	9,300
7.06% EBCI Only	453	486	454	463	480	515	565	600	657
Jackson	19,366	19,261	17,780	21,593	25,800	31,000	35,500	40,500	45,500
9.09% EBCI Only	1,760	1,751	1,616	1,963	2,345	2,818	3,227	3,681	4,136
Swain	12,177	9,921	9,387	7,861	8,500	9,300	10,500	11,700	12,500
35.06% EBCI Only	4,269	3,478	2,940	2,756	2,980	3,261	3,675	4,102	4,383
County Totals	56,774	54,362	48,934	52,346	58,600	66,600	74,500	83,200	91,800
EBCI Totals	6,653	5,881	5,159	5,331	5,964	6,767	7,654	8,588	9,399

1/ United States Department of Commerce, Bureau of the Census; 2/ North Carolina Social

Sciences Advisory Committee; North Carolina Department of Natural and Economic Resources.

TABLE #20

EASTERN BAND OF CHEROKEE INDIANS - POPULATION PROJECTIONS
WITH IN-MIGRATION FACTOR OF 50 PER YEAR
BASE COMPUTED FROM EPA'S "PROJECTED POPULATION BY COUNTY"
(See Table #1)

County	1940	1950	1960	1970	1980	1990	2000	2010	2020
Cherokee				149	159	173	187	205	223
In-Migration Factor					<u>10</u>	<u>20</u>	<u>30</u>	<u>40</u>	<u>50</u>
Sub Totals					169	193	217	245	273
Graham				463	480	515	565	600	657
In-Migration Factor					<u>40</u>	<u>80</u>	<u>120</u>	<u>160</u>	<u>200</u>
Sub Totals					520	595	685	760	857
Jackson				1963	2345	2818	3227	3681	4136
In-Migration Factor					<u>190</u>	<u>380</u>	<u>570</u>	<u>760</u>	<u>950</u>
Sub Totals					2535	3198	3797	4441	5086
Swain				2756	2980	3261	3675	4102	4383
In-Migration Factor					<u>260</u>	<u>520</u>	<u>780</u>	<u>1040</u>	<u>1300</u>
Sub Totals					3240	3781	4455	5142	5683
EBCI By County Totals				5331	5964	6767	7654	8588	9399
In-Migration Totals					<u>500</u>	<u>1000</u>	<u>1500</u>	<u>2000</u>	<u>2500</u>
Projection Totals					6464	7767	9154	10588	11899

SOURCE: United States Department of Commerce, Bureau of the Census; North Carolina Social Sciences Advisory Committee; N. C. Department of Natural and Economic Resources

industry, whereas the non-Indian portions of Swain and Jackson Counties are declining rapidly in population caused by losses in industry and inability to develop tourist attractions in recreation and craft-oriented businesses. Cherokee has established an Economic Development Branch of their Tribal Government Administration, headed by Robert Blankenship, which has effectively met the demands for jobs by assisting industry to expand and locate on the Reservation. A Business Development Office, directed by Charles Saunooke, has assisted many residents in establishing businesses of their own. It will be a tremendous challenge in the next few years for these two programs to accommodate the increasing demands for industry, restaurants, motels, recreation, shops, services and housing which will provide year-round jobs and accommodations for the natural increase in population; the enrolled members "returning home" and the wives and husbands of both Indian and non-Indian - a situation which is complicated by the seasonal characteristics of the economy.

For some purposes such as the "201" Water and Sewer Facility Planning, we have been requested to present population projections by using certain base data which is available in Table Number 19 and which is not acceptable to the Tribe because of the methodology used. Even with the in-migration factor added into the base as shown on Table Number 20, we still have inaccurate data. Table Number 19 is totally void of any non-Indian population considerations. Table Number 20 is allowing for nominal non-Indian in-migration. Table Number 19 shows a total of 6,653 Eastern Cherokee Indians in 1940, and we know the total of Eastern Cherokees was 3,146 in 1929 (11 years earlier) making it impossible for the

Tribe to more than double in eleven years. Rather than an erratic in and out migration, the Cherokees have experienced a steady, natural increase.

Births, Deaths and Population Projections

Because the population of the Eastern Band of Cherokee Indians is increasing, the number of births and deaths each year would normally increase proportionally. However, taking the number of infant live births for a recent five-year period, (1968-1972) produces an average of 123.4 per year. Over a period of 1950 to 1974 an average of 122.4 births is given. Death rates have shown a steady increase over the same 24 year period with an average of 19.17 per year for the years 1950 to 1974 and taking the same recent five year period (1968-1972) produces an average of 123.4 per year. Over a period of 1950 to 1974 an average of 122.4 births is given. Death rates have shown a steady increase over the same 24-year period with an average of 19.17 per year for the years 1950 to 1974 and taking the same recent five-year period (1968-1972), the average per year is 31.60, an increase of 39.34 percent.

<u>Year</u>	<u>Births</u>	<u>Deaths</u>	<u>Natural Increase</u>
1950	103	28	75
1951	141	18	123
1952	130	17	113
1953	100	7	93
1954	95	11	84
1955	121	14	107
1956	101	18	83
1957	124	15	109
1958	108	7	101
1959	130	15	115
1960	128	16	112
1961	127	13	114
1962	112	17	95
1963	147	20	127
1964	166	24	142
1965	127	15	112
1966	128	21	107
1967	102	23	79
1968	101	22	79
1969	156	30	126
1970	138	25	113
1971	116	27	89
1972	121	29	92
1973	116	28	88
1974	<u>124</u>	<u>21</u>	<u>103</u>
Total	3,062	481	2,581

For an apparently unexplained reason, the years having an increase in number of births, also have an increase in the number of deaths.

<u>Years</u>	<u>Average Number - Natural Increase Per Year</u>
1950 - 1955	98
1955 - 1960	103
1960 - 1965	118
1965 - 1970	101
1970 - 1975	97

Although taking an average of the natural increase for the 25-year period produces an average of 103.2 per year, the above table indicates a definite rise and fall for the five periods with a decided peak during the years 1960 - 1965.

It has been customary for the Tribe and the Bureau of Indian Affairs Agency at Cherokee to use the figure of 100 for each year to project population increase for the Eastern Band of Cherokee Indians. By omitting the period of 1960 - 1965 and averaging the other four periods, the result is 100. If the present trend of natural increase continues and the in-migration rate maintains a like steady trend, we can expect the future population on lands belonging to the Eastern Band of Cherokee Indians to be as shown on Table Number 22. Because this table reflects the true nature of population trends for the bounds of the Cherokee Reservation, it is this table we will use for the growth patterns for this study. We will also assume the population will double in 35 years or by 2005.

TABLE 21 POPULATION DISTRIBUTION BY AGE GROUP
TRIBAL ENROLLMENT OFFICE, JANUARY 1975

Age	Total	Male	Female
0 - 4	538	267	271
5 - 9	605	330	275
10 - 14	707	372	335
15 - 19	638	305	333
20 - 24	540	265	275
25 - 29	476	253	223
30 - 34	357	191	166
35 - 39	316	145	171
40 - 44	252	118	134
45 - 49	221	114	107
50 - 54	199	101	98
55 - 59	196	97	99
60 - 64	172	82	90
65 - 69	134	65	69
70 - 74	93	58	35
75 and over	106	52	54
Total	5,550	2,815	2,735

Table Number 23 shows the population distribution by age group in each community within the Eastern Band of Cherokee

TABLE #22

OFFICIAL
POPULATION PROJECTIONS
EASTERN BAND OF CHEROKEE INDIANS
INDIAN & NON-INDIAN, ON TRIBAL OWNED LANDS

County	1970	1980	1990	2000	2010	2020
Cherokee	149	179	209	239	269	299
Graham	463	583	703	823	943	1063
Jackson	1963	2533	3103	3673	4243	4813
Swain	2756	3546	4316	5096	5876	6656
TOTALS	4331	6831	8331	9831	11,331	12,831

SOURCE: Eastern Band of Cherokee Indians - Tribal Enrollment Records.
U. S. Public Health Service, Indian Health Service- Birth and
Death Records. N. C. Department of Natural and Economic Resources.

AGE OF THE POPULATION BY COMMUNITY
ENROLLED MEMBERS OF THE EASTERN BAND OF CHEROKEE INDIANS
AS OF JANUARY, 1975

COMMUNITY		AGES																TOTAL
		0-4	5-9	10-14	15-19	20-24	25-29	30-34	35-39	40-44	45-49	50-54	55-59	60-64	65-69	70-74	75+	
Soco	M	48	56	40	44	47	52	32	22	19	21	14	15	14	8	4	7	443
	F	47	49	60	57	53	36	23	25	17	14	15	8	10	11	7	11	443
Big Y	M	29	22	47	17	21	18	12	12	6	8	5	6	3	6	4	2	218
	F	26	20	29	29	16	16	12	14	7	11	3	6	7	3	1	1	192
Painttown	M	20	40	65	58	36	26	30	24	17	18	11	14	16	13	7	3	398
	F	20	37	60	49	43	33	24	22	32	14	9	14	13	11	5	4	390
Birdtown	M	59	77	78	60	54	45	35	26	35	20	14	17	13	9	19	12	573
	F	59	45	70	64	52	38	34	37	24	14	21	19	12	9	9	7	514
3200 Acre	M	7	16	11	13	6	7	4	4	4	4	7	1	2	1	2	1	90
	F	10	13	8	6	7	10	3	3	6	9	6	2	4	2	2	2	93
Cherokee	M	49	45	47	44	44	43	40	29	12	15	12	14	13	13	7	12	439
	F	47	43	43	43	44	50	40	31	18	16	19	22	21	9	3	8	457
Big Cove	M	35	46	45	43	37	38	20	17	10	11	16	13	9	3	6	8	357
	F	47	39	46	57	37	19	15	17	16	15	11	7	10	6	4	7	353
Snowbird	M	20	28	37	20	15	20	12	9	11	10	11	6	6	0	4	3	212
	F	15	26	27	24	17	15	10	15	12	9	6	9	9	9	2	9	212
Cherokee County	M	0	0	2	6	5	4	6	2	4	7	11	11	6	12	5	4	85
	F	0	3	1	4	6	6	5	7	2	5	8	12	6	9	2	5	81
TOTAL																	5,550	
Members Residing Off the Reservation-----																	2,831	
																	<u>8,381</u>	

Indian's land. However, there is much migration from the Eastern Band of Cherokee Indians' land to other places, especially among young people (about 30 years old), as indicated from the population graph 5.

Birth and Death

According to the Tribal Enrollment Office, in 1974 there were 124 births and 21 deaths on the Eastern Band of Cherokee Indian lands. Therefore, if the population in January 1974 = $5,550 - 124 + 21 = 5,447$ (excluding migration), the birth and death rates can be compiled in the following manner:

1. The birth rate on EBCI land in 1974 = $\frac{124}{5447} \times 1,000 = 22.76$
2. The death rate in 1974 = $\frac{21}{5447} \times 1,000 = 3.85$

However, those birth and death rates need to be compared with the birth and death rates prior to 1974. Although there was no exact population figure in each year prior to 1974, a calculation can be done, if it is based on:

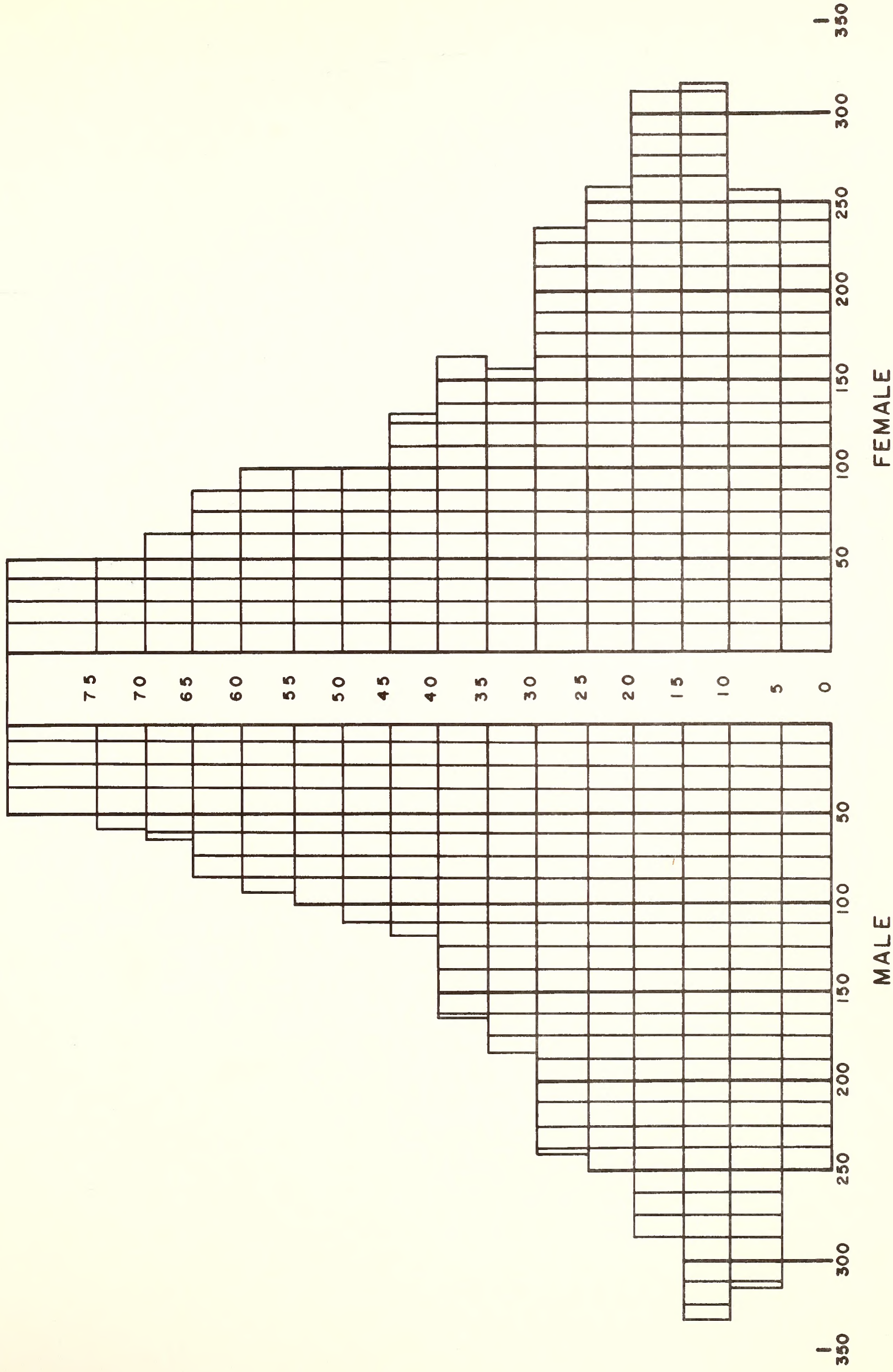
- a. The total population of 5,550 in January, 1975.
- b. The existing record of birth and death each year (from 1963 to 1974).
- c. Migration (in and out) is excluded.

TABLE 24 BIRTH AND DEATH RATES ON EBCI FROM 1963 - 1974 (est.)

Year	Population (in January)	Birth	Death	Birth Rate	Death Rate
1963	4,343	147	20	33.84	4.60
1964	4,470	166	24	37.13	5.36
1965	4,562	127	15	27.83	3.28
1966	4,674	128	21	27.38	4.49
1967	4,781	102	23	21.33	4.81
1968	4,860	101	22	20.78	4.52
1969	4,939	156	30	31.58	6.07
1970	5,065	138	25	27.24	4.93
1971	5,178	116	27	22.40	5.21
1972	5,267	121	29	22.97	5.50
1973	5,359	116	28	21.64	5.22
1974	5,447	124	21	22.76	3.85
1975	5,550				

POPULATION DISTRIBUTION BY AGE

E.B.C.I. JANUARY 1975



SOURCE : TRIBAL ENROLLMENT OFFICE

We can see from these numbers that although the birth rate tends to decrease every year, this number is still high and the natural increase of the population is also high.

Infant Death

Infant death and infant mortality rate of EBCI during the last ten years is shown in Table 25. (Also see Table 26).

TABLE 25 INFANT DEATH AND MORTALITY RATES ON EBCI

Year	Birth	Infant Death	Infant Mortality Rate
1965	127	4	31.49
1966	128	7	54.77
1967	102	3	29.41
1968	101	3	29.70
1969	156	0	---
1970	138	4	28.98
1971	116	4	34.48
1972	121	5	41.32
1973	116	2	17.24
1974	124	1	8.06

Source:

- Eastern Band of Cherokee Indians: Population & Economy Study, Comprehensive Plan, Volume I, July, 1974.
- Tribal Enrollment Office: Enrollment Record, January, 1975.
- Tribal Enrollment Office: Birth and Death Record.

TABLE #26

INDIAN INFANT DEATHS BY COUNTY OF RESIDENCE
EASTERN BAND OF CHEROKEE INDIANS, 1965 - 1972

E.B.C.I.	1965	1966	1967	1968	1969	1970	1971	1972
Buncombe	0	0	*					
Cherokee	0	0	0	0	0	0	1	0
Clay	0	0	*					
Graham	0	0	0	0	0	0	0	1
Haywood	0	0	*					
Jackson	2	2	2	1	0	2	2	2
Macon	0	0	*					
Swain	2	5	1	2	0	2	1	2
Transylvania	0	0	*					
Madison	0	0	*					
Total Service Unit	4	7	3	3	0	4	4	5
Indian Infant Death Rate (Service Unit)	29.4	63.1	30.0	32.6	0.0	29.4	31.5	38.8
Non-Service Unit	47	44	50	33	42	37	41	30
Total State	51	51	53	36	42	41	45	35
Indian Infant Death Rate	39.8	41.8	42.6	27.2	31.3	26.4	28.4	22.0

* - Counties dropped from PHS Service Unit
Infant Death Rate=Number Deaths per 1,00 Live Births

4. Incidence of Poverty

Definition of Poverty

The lack of purchasing power sufficient to maintain a socially acceptable minimum standard of living is considered poverty. It is to be distinguished from "destitution", which implies poverty so extreme that the very means of subsistence such as food, clothing and shelter are lacking, and from "indigence", which is not so extreme but implies straitened circumstances and a lack of the comforts one has or should have.

Poverty has long been referred to as meaning poor and is now more generally accepted to mean inequality. Except in times of extreme and desperate depression, as during the 1930's, being hungry and dwelling in inadequate shelters is not thought to exist and be the situation of poverty in this high-income, industrialized nation of today.

Economic justice is late-arriving for most American Indians, and few of their problems have been eradicated. For the overall country, lagging incomes rather than low incomes are the issue today in relation to the social stratification. An exception is with the Indian population, where bare physical survival has been more common as a characteristic rather than moving up the ladder proportionately with this country's quality of materialism.

In the United States the poverty line has often been drawn at a certain income per year, below which a household is said to be living in poverty. However, figures such as these must vary with the times, family size, age and geography. Another definition of poverty states it in a relative sense to be measured by

comparison with the population as a whole. If the relative poverty line is taken at 50 percent of median family income, poverty in the United States actually increased in the two decades preceeding 1968.

The "S.S.A. poverty line" is the most commonly used and now official set of poverty lines. It was developed by Mollie Orshansky of the Social Security Administration (S.S.A.) of the U.S. Department of Health, Education and Welfare. This method takes into account family size, composition, farm-non-farm residence and proportion of income required to purchase a minimum adequate diet; it replaces the \$3,000 line developed by the Office of Economic Advisors. The old method using the \$3,000 level utilized two measures of need on the basis of income sample of the Current Population Survey, how many, and what kinds of families these measures delineated. Both methods yield roughly the same number of people, except that fewer families with more children were substituted for a larger number of older families without children using the "S.S.A." method. (See Table 27 for complete poverty index used for the 1969 Decennial Census).

General Poverty

Low income and poverty have constituted a major problem with the Eastern Band of Cherokee Indians. The percentage of Eastern Cherokee families below the poverty threshold is 38.19 percent higher than the State of North Carolina and 38.24 percent higher than the national average. A "Distribution of Income" was computed by Tribal Officials in 1962 showing place

POVERTY THRESHOLDS 1969
TABLE # 27

WEIGHTED AVERAGE THRESHOLDS AT THE POVERTY LEVEL IN 1969
BY SIZE OF FAMILY AND SEX OF HEAD, BY FARM AND NONFARM RESIDENCES

SIZE OF FAMILY	TOTAL	NONFARM			FARM		
		TOTAL	MALE HEAD	FEMALE HEAD	TOTAL	MALE HEAD	FEMALE HEAD
All unrelated individuals	1,834	1,840	1,923	1,792	1,569	1,607	1,512
Under 65 years	1,888	1,893	1,974	1,826	1,641	1,678	1,522
65 years & over	1,749	1,757	1,773	1,751	1,498	1,508	1,487
All families	3,388	3,410	3,451	3,082	2,954	2,965	2,757
2 persons	2,364	2,383	2,394	2,320	2,012	2,017	1,931
Head under 65 yrs.	2,441	2,458	2,473	2,373	2,093	2,100	1,984
Head 65 yrs. & older	2,194	2,215	2,217	2,202	1,882	1,883	1,861
3 persons	2,905	2,924	2,937	2,830	2,480	2,485	2,395
4 persons	3,721	3,743	3,745	3,725	3,195	3,197	3,159
5 persons	4,386	4,415	4,418	4,377	3,769	3,770	3,761
6 persons	4,921	4,958	4,962	4,917	4,244	4,245	4,205
7 or more persons	6,034	6,101	6,116	5,952	5,182	5,185	5,129

SOURCE: U.S. Bureau of the Census - 1970.

of work and annual income of actual earnings. The results showed the average family income to be \$2,301 and the per capita income to be \$511. A later statement describes the average family income of the Cherokee Indian as \$2,150 and according to that author, 86 percent of the Cherokee families had an income of less than \$3,000 per year, and 32 percent had incomes less than \$1,000 per year.

"This area of Appalachia has been a pocket of poverty since the time it was settled. As late as 1960, the per capita income of the six Western North Carolina counties was \$836 as compared to \$1,169 average for the State and \$1,901 for the Nation. The Indians plight was considerably worse even in this depressed area. In 1958, the average family income was estimated at \$600 annually or some \$200 less than the per capita income in the surrounding area which was little more than half as much as the national level. In 1958, 140 families had less than \$300 cash income per year. The years 1955 to 1959 saw the Cherokees reach the lowest ebb in economic deprivation. Practically no employment was available during the winter months and in addition the boarding schools had closed and the children were in their homes the year-round for the first time in many years of Cherokee history. Prior to 1940, some employment was available in the logging industry, but this drastically decreased due to the establishment of the Smoky Mountain National Park. During World War II, the war economy prevented mass deprivation but by the end of the War, the Cherokees were actually suffering. After World War II, while the Nation prospered, conditions of the people of the Cherokee Reservation and the counties surrounding continued to decline."

(From works by the Cherokee Indian Agency, Social Service Department.)

Although the Cherokees have done much to increase the standard of life on the Cherokee Reservation, with the poverty status of 54.99 percent of the total individual inhabitants existing with incomes less than the poverty level, and 52.17 percent of all the families with incomes less than poverty

level, it is obvious that dynamic improvements on the economy will have to take place in order to provide the minimum of necessities, comforts and luxuries that is essential if the Cherokees are to attain equal monetary status as determined by non-Indians.

Income

It has long been noted that there is a correlation between the level of an individual's education and the amount of income he receives. Where the education level has tended to be low, income has frequently been found to be also low.

In today's technical society, good education and training are a must for an individual who wishes to acquire a well paying job. Future trends point conclusively to the fact that a more thorough and complete education will be needed by tomorrow's job seeker for almost every job. The 9.0 level of the Eastern Band of Cherokee Indians, the 10.6 level of the State and the 12.1 level of the Nation indicates the Cherokees lagging far behind the Nation in preparing their youth to compete with the outside world. It is inevitable that the under-educated people in the Tribe would act as a drag on the economy.

The Reservation's median family income (\$4,125) in 1970 was \$3,649 below North Carolina's and \$5,461 below the United States median income. Mean income and per capita income of persons are all about one-half that of the State and much less than half of that for the Nation.

One reason for the low incomes can be traced to the low educational levels and their accompanying impediments to the

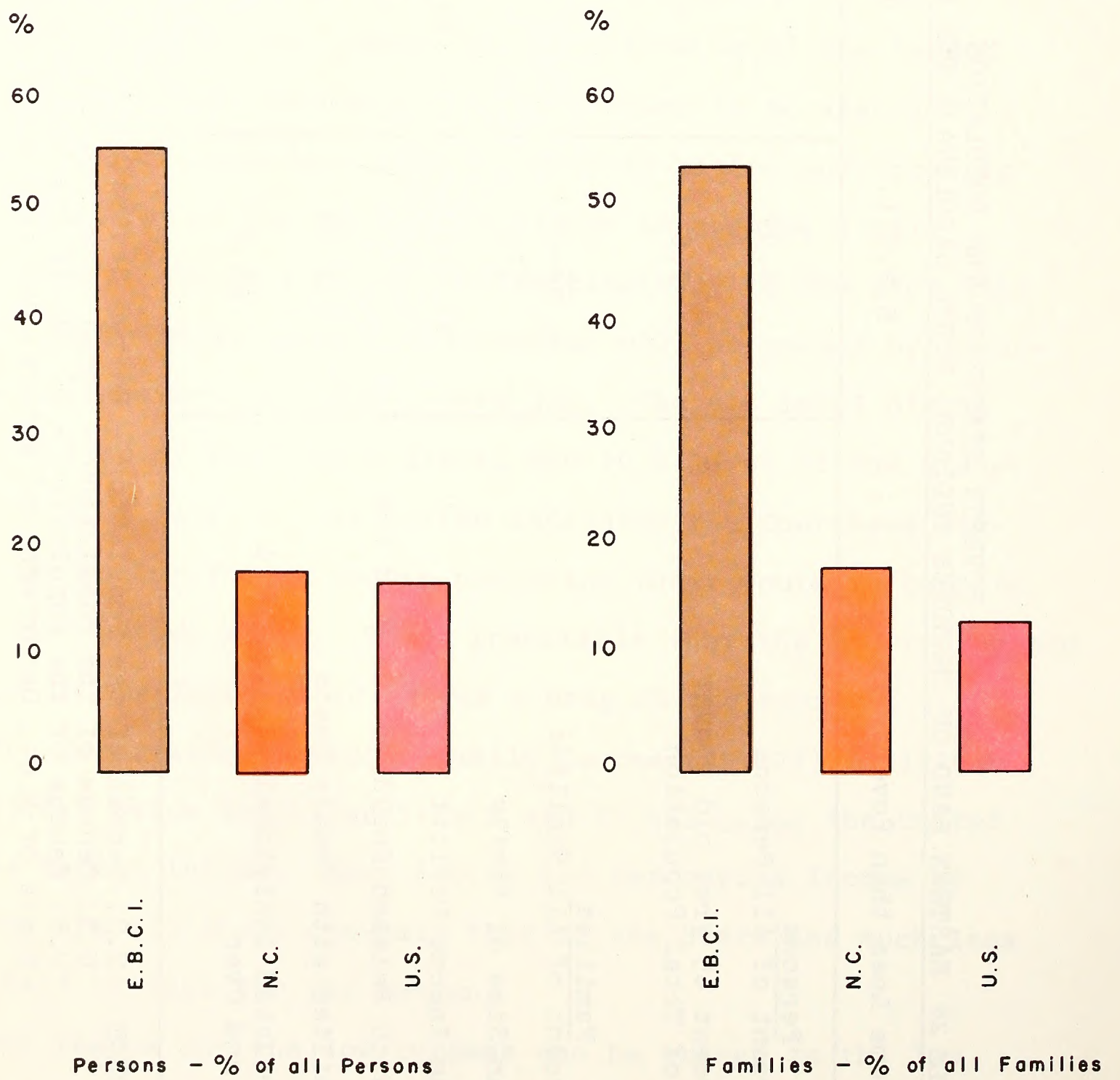
POVERTY STATUS OF THE POPULATION
TABLE 28 EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Income Less than Poverty Level	E.B.C.I.	N. C.	U. S.
<u>Persons</u> Percent of All Persons	54.99	16.80	16.75
Percent 65 yrs. old & over of Total Population	7.8	8.2	6.7
<u>Families</u> Percent of All Families	52.17	16.5	10.7
Mean Size of Family	4.8	3.49	3.57
Mean Income Deficit	\$1,714.	\$1,539.	\$1,546.
% With Related Children Under 18 Yrs.	78.55	63.80	57.54
Families with Female Heads	27.88	29.77	33.49
Unrelated Individuals 14 yrs. Old and Over	60.0	47.6	33.60

SOURCE: U.S. Census of the Population - United States, 1970.
U.S. Census of the Population - North Carolina, 1970.
U.S. Census of the Population - PC (2)-1F American Indians, 1970.
State of N.C., Department of Natural and Economic Resources.

Graph Number - 6

POVERTY STATUS OF THE POPULATION
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970
INCOME LESS THAN POVERTY LEVEL



kinds of development conducive to high paying industry locations and the dependence upon tourism activities for income. Of all the Indian families on the Reservation, 62.24 percent have incomes of less than \$5,000 while 84.25 percent of the Nation's families have incomes over \$5,000.

Female income (ages 16 yrs. and older) more closely follow the percentage of the State and the Nation, although they are considerably lower. But, income for males 16 years and older show violent swings into the brackets of low income. In the category of income \$1 to \$999 or less 26.38 percent of the Cherokee males are found. There are 17.46 percent of the males in the \$2,000 to \$2,999 income scale. Almost 54 percent of the males 16 years old and over have an income of less than \$3,000 per year.

TABLE 29

FAMILY INCOME OF THE POPULATION

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

All Families	% of All Families E.B.C.I.	% of All Families N.C.	% of All Families U.S.
Less than \$1,000	10.35	3.42	2.50
\$1,000 to \$1,999	9.37	5.44	3.39
\$2,000 to \$2,999	12.03	5.71	4.42
\$3,000 to \$3,999	16.50	6.50	4.89
\$4,000 to \$4,999	13.99	7.15	5.09
\$5,000 to \$5,999	8.11	8.02	5.74
\$6,000 to \$6,999	4.62	7.76	6.15
\$7,000 to \$7,999	5.59	7.75	6.75
\$8,000 to \$8,999	7.27	6.62	7.12
\$9,000 to \$9,999	5.31	6.87	6.76
\$10,000 to \$14,999	6.85	22.24	26.63
\$15,000 to \$24,999	-0-	8.99	20.57
\$25,000 and over	-0-	2.54	4.63
Median Income	\$4,125	\$7,774	\$ 9,586
Mean Income	\$4,743	\$8,229	\$10,930
Per Capita Income of Persons	\$1,034	\$2,888	\$ 3,687

SOURCE: U.S. Census of the Population, United States, 1970.
 U.S. Census of the Population, North Carolina, 1970.
 U.S. Census of the Population, PC (2)-1F, American Indians, 1970.
 State of N.C., Department of Natural and Economic Resources.

FAMILY INCOME OF THE POPULATION - ALL FAMILIES
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

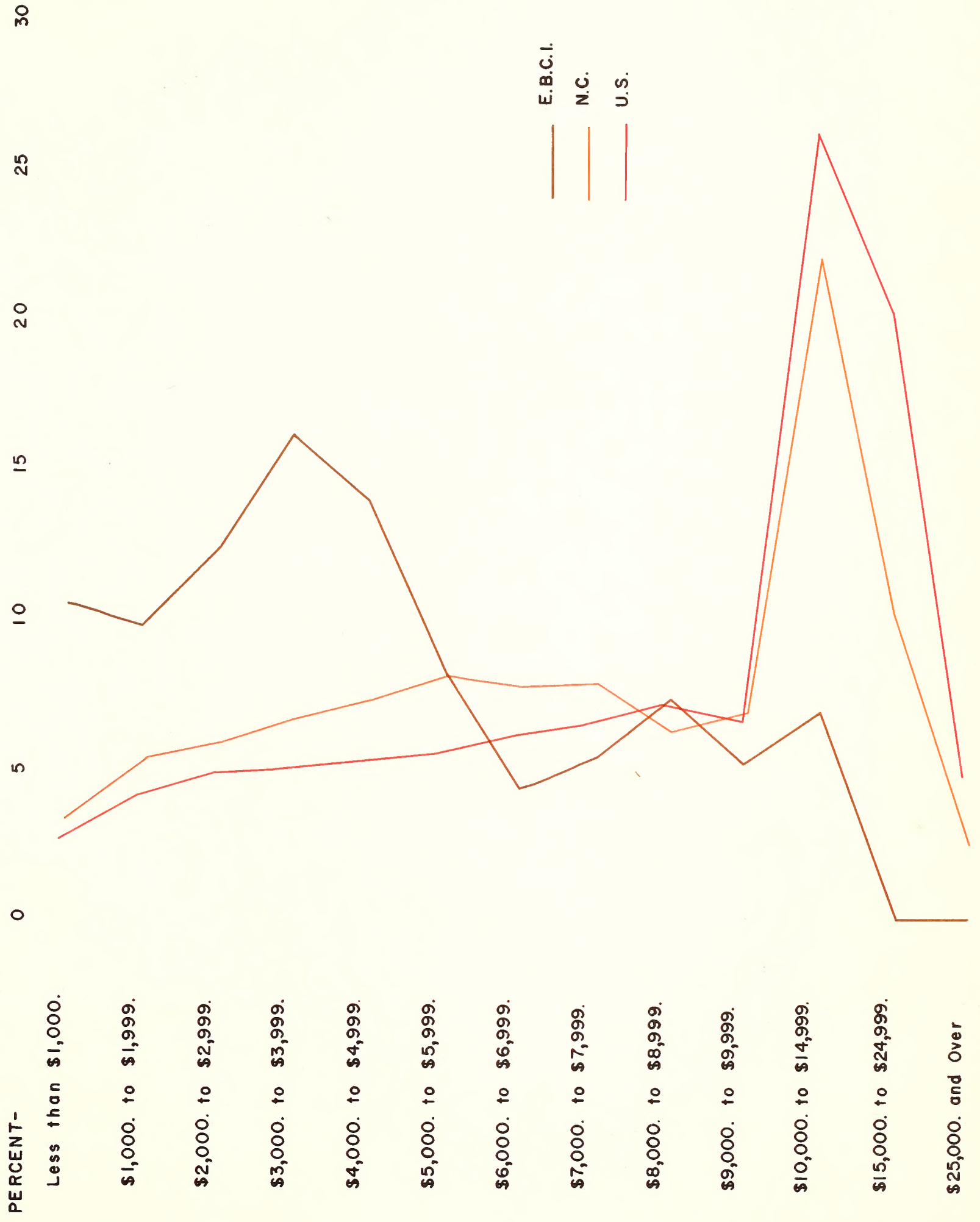


TABLE 30

INCOME OF PERSON - MALE, 1969

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Income of Persons in 1969	Percent of Total Population		Percent of Male, 16 Yrs. & Over	
	E.B.C.I.	N.C.	E.B.C.I.	N.C.
Male 16 yrs. old & Over	29.84	33.32	33.15	
Without Income	4.31	2.70	2.41	7.26
With Income	25.53	30.62	30.75	92.74
\$1 to \$999 or Less	7.87	3.49	2.58	7.79
\$1,000 to \$1,999	2.95	3.52	2.92	8.80
\$2,000 to \$2,999	5.21	2.81	2.27	6.85
\$3,000 to \$3,999	3.24	2.99	2.10	6.32
\$4,000 to \$4,999	2.14	3.03	1.91	5.77
\$5,000 to \$5,999	1.59	3.20	2.18	6.58
\$6,000 to \$6,999	1.33	2.66	2.30	6.93
\$7,000 to \$7,999	.12	2.16	2.46	7.42
\$8,000 to \$8,999	.69	2.74	4.20	12.66
\$10,000 to \$14,999	.38	2.55	5.10	15.38
\$15,000 or more	-0-	1.47	2.73	.80
Male 16 yrs. old & over	E.B.C.I.	N.C.	U.S.	
Median Income	\$2,372	\$4,824	\$7,774	
Mean Income	\$2,664	\$5,748	\$7,600	

SOURCE: U.S. Census of the Population, United States, 1970.

U.S. Census of the Population, North Carolina, 1970.

U.S. Census of the Population, PC (2)-1F, American Indians, 1970.

State of N.C., Department of Natural and Economic Resources.

INCOME OF PERSONS - FEMALE, 1969

TABLE 31 EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Income of Persons - 1969	% of Total Population		% of Females, 16 Yrs. Old & Over	
	E.B.C.I.	N.C.	E.B.C.I.	N.C.
Female 16 yrs. old & over	33.78	36.01	33.16	30.07
Without Income	11.20	10.83	66.84	69.93
With Income	22.58	25.18	29.39	20.10
\$1 to \$999 or less	9.93	7.24	13.02	11.92
\$1,000 to \$1,999	4.40	4.29	6.77	8.62
\$2,000 to \$2,999	2.29	3.10	6.94	10.26
\$3,000 to \$3,999	2.34	3.69	3.17	8.09
\$4,000 to \$4,999	1.07	2.91	3.86	4.67
\$5,000 to \$5,999	1.30	1.68	1.80	2.48
\$6,000 to \$6,999	.61	.89	.51	1.59
\$7,000 to \$7,999	.17	.57	.60	1.28
\$8,000 to \$9,999	.20	.46	.77	.64
\$10,000 to \$14,999	.26	.23	-0-	.30
\$15,000 or more	-0-	.11		
Female 16 yrs. old & over	E.B.C.I.	N.C.	E.B.C.I.	N.C.
Median Income	\$1,309	\$2,343	\$2,404	\$2,404
Mean Income	\$1,967	\$2,796	\$3,208	\$3,208
SOURCE: U.S. Census of the Population, United States, 1970.				
U.S. Census of the Population, North Carolina, 1970.				
U.S. Census of the Population, PC (2)-1F, American Indians, 1970.				
State of N.C., Department of Natural and Economic Resources.				

5. Labor Force - (1970 Census)

Occupation

Economic characteristics of the Eastern Band of Cherokee Indians can be determined by examining the features of the labor force in relation to the number of weeks worked, employment status, percent males and females in the labor force by age groups and types of education. This section attempts to establish the factors responsible for the economic base by identifying industry, businesses and services using 1970 census material which is not anywhere near accurate as is explained in the section on population; but is the only current source of this type of information. A more in-depth knowledge of the problems concerning the Cherokee economy is illustrated by employment statistics.

Of the major occupation groups, males employed, 16 years old and over; the largest percent of those employed are in "Craftsmen, foremen, and kindred workers", while the lowest percent of any category with enough workers to be evidenced is in "farm laborers and foremen". The second highest category is among "service workers". We find the regular employment of year-round jobs to be female dominated under the category of "operatives". The second highest category for females is also in "service workers" which for both males and females is seasonal due to the tourist industry. Other categories of occupation follow similar patterns of the State and Nation with the Cherokees trailing in percentages of the higher paid

TABLE 32

OCCUPATION OF THE POPULATION - MALE

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES

Major Occupation Group	Percent of the Population			Percent Male Emp. 16 yrs. old & over		
	E.B.C.I.	N.C.	U.S.	E.B.C.I.	N.C.	U.S.
Male Employed 16 yrs. Old & Over	16.70	23.68	23.44			
Professional, Technical & Kindred Workers				8.72	9.66	14.28
Managers & Administrators Except Farm				7.80	10.46	11.16
Sales Workers				-0-	6.40	6.94
Clerical & Kindred Workers				3.29	6.30	7.65
Craftsman, Foremen & Kindred Workers				28.25	22.82	21.18
Operative, Including Transport				17.50	23.51	19.55
Laborers, Except Farm				15.42	7.69	6.61
Farmers & Farm Managers				-0-	4.08	2.83
Farm Laborers & Foremen				1.73	2.64	1.67
Service Workers, Except Private Household				20.08	6.30	8.06
Private Household Workers				-0-	.12	.08

SOURCE: U.S. Census of the Population, United States, 1970.

U.S. Census of the Population, North Carolina, 1970.

U.S. Census of the Population, PC (2)-1F, American Indians, 1970.

State of N.C., Department of Natural and Economic Resources.

TABLE 33

OCCUPATION OF THE POPULATION - FEMALE

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970				% Females Employed 16 Yrs. Old & Over		
Major Occupation Group	E.B.C.I.	of Total Population	N.C.	U.S.	E.B.C.I.	N.C. U.S.
Female Employed, 16 Yrs. Old & Over	8.57	16.63	14.24			
Professional, Technical & Kindred Workers					8.78	12.45 15.73
Managers & Administrators, Except Farm					2.03	2.85 3.65
Sales Workers					4.05	5.35 7.33
Clerical & Kindred Workers					12.84	24.19 34.93
Craftsmen, Foremen & Kindred Workers					-0-	2.32 1.80
Operatives, Including Transport					37.16	30.96 14.33
Laborers, Except Farm					4.05	1.56 .98
Farmers & Farm Managers					-0-	.36 .24
Farm Laborers & Foremen					-0-	1.32 .53
Service Workers, Except Private Household					25.68	12.18 16.56
Private Household Workers					5.41	5.62 3.84

SOURCE: U.S. Census of the Population, United States, 1970.
 U.S. Census of the Population, North Carolina, 1970.
 U.S. Census of the Population, PC (2)-1F, American Indians, 1970.
 State of N.C., Department of Natural and Economic Resources.

groups such as the field of "professional, technical and kindred workers". (See the following table.)

Labor Force

All Cherokee age groups, both male and female, have a smaller percentage in the labor force than the State and Nation except females 25 to 34 years old where they have a 9.9 percentage higher participation rate than the Nation and miniscule 2.4 percentage higher than the Nation for Cherokee females 35 to 44 years old.

The percentage of the Cherokees in the labor force is significantly lower for the males, as all age groups fall short of the State and Nation by as much as 28 percent, and for females, as much as 34 percent.

Due to the functions of the Bureau of Indian Affairs, the Eastern Band of Cherokee Indians has 18.69 percent more government workers than North Carolina as a whole and 17.66 percent more than the United States; and 2.41 percent fewer local government workers than North Carolina and 5.57 percent fewer than the United States. Of the private wage and salary workers, only 66.67 percent of the Cherokee population employed, age 16 years old and over fall in this group.

Employment Status

While tourism has provided welcome relief to the Eastern Band of Cherokee Indians, it has in no way left the Cherokees without employment problems. The seasonal nature of the industry causes unemployment to drop as low as less than one percent during peak seasonal months and during the winter or off-

PERCENT IN LABOR FORCE & CLASS OF WORKER

TABLE 34 EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Percent in Labor Force		N.C.		U.S.	
A. MALE	E.B.C.I.				
14 and 15 years	-0-	10.3		13.5	
16 to 19 years	21.9	49.9		47.2	
20 to 24 years	74.1	83.8		80.9	
25 to 34 years	86.8	93.9		94.0	
35 to 44 years	82.0	93.7		94.9	
45 to 64 years	64.5	83.1		86.2	
65 years old & over	-0-	20.4		19.0	
Percent in Labor Force		N.C.		U.S.	
B. FEMALE	E.B.C.I.				
14 and 15 years	-0-	4.7		6.7	
16 to 19 years	12.3	46.5		34.9	
20 to 24 years	47.2	59.3		56.1	
25 to 34 years	54.7	56.3		44.8	
35 to 44 years	52.6	60.0		50.2	
45 to 64 years	33.3	49.7		47.1	
65 years old & over	-0-	7.8		8.0	
CLASS OF WORKER		Percent of Total Employed, 16 yrs. Old & Over			
		N.C.		U.S.	
		E.B.C.I.	E.B.C.I.	N.C.	U.S.
Total Employed, 16 yrs. Old & Over		25.27	17.36	18.84	
Private Wage & Salary Workers		16.85	14.07	14.25	75.66
Government Workers		6.54	1.25	1.54	8.23
Local Gvt. Workers		.58	.82	1.48	7.86
Self Employed Workers		1.68	1.28	1.45	7.72
Unpaid Family Workers		.14	.09	.10	.53

SOURCE: U.S. Census of the Population, U.S., 1970; U.S. Census of the Population, North Carolina, 1970; U.S. Census of the Population-PC(2)-1F, American Indians, 1970; State of N.C., Department of Natural & Economic Resources, 1970.

season months, unemployment will climb to a high of between 50 and 60 percent. Since the main part of the tourist season lasts only through June, July, August and September, the workers in the tourist trade are unemployed eight months out of each year. The above unemployment rates indicate approximately 54 percent for off-season months and although this is high, it does not include the members of the potential labor force who were not able to find work during the peak season and were not actively seeking employment through the Employment Security Commission. Another important element is the percent of the population age 16 years old and over that is considered to be in the labor force. Only 61.01 percent of the Cherokee males in this age are considered to be in the labor force and only 38.97 percent of the corresponding females are considered to be in the labor force. The percent of Cherokee males, 16 years old and over not in the labor force is so much higher than the State of North Carolina and the United States as to seem unreal as it is nearly three times higher than either. (See following table).

Weeks Worked

The unemployment problem in Cherokee is further emphasized by the extreme variances in the number of weeks worked as compared to the State and Nation of males and females 16 years old and over. Loss of labor force is also evident by the following table showing the percent of workers as to the total population. When compared to the State and Nation, fewer male Cherokees work year-round and more Cherokee females work the full year. In general, males can find work only in the summer

months by working in tourist oriented trades and services and are most often unemployed the remainder of the year.

EMPLOYMENT STATUS

TABLE 35 EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Males 16 Yrs. Old & Over	% of Total Population			% of Males 16 Yrs. Old & Over		
	E.B.C.I.	N.C.	U.S.	E.B.C.I.	N.C.	U.S.
Labor Force	18.21	25.76	25.34	61.01	77.40	76.60
Civilian Labor Force	18.21	23.73	24.38	61.01	71.27	73.70
Employed	16.70	23.16	23.44	55.97	69.57	70.83
Unemployed	1.51	.57	.95	5.04	1.70	2.86
% of Civilian Labor Force				8.3	2.4	3.9
Not in Labor Force	11.64	7.53	7.74	63.91	22.61	23.40

Females 16 Yrs. Old & Over	% of Total Population			% of Females 16 Yrs. Old & Over		
	E.B.C.I.	N.C.	U.S.	E.B.C.I.	N.C.	U.S.
Labor Force	11.00	16.74	15.03	38.97	46.46	41.40
Civilian Labor Force	11.00	16.70	15.01	38.97	46.46	41.30
Employed	8.57	15.89	14.24	30.36	44.18	39.17
Unemployed	2.43	.82	.77	8.62	2.28	2.13
% of Civilian Labor Force				22.11	4.90	5.20
Not in Labor Force	17.22	19.23	21.31	61.03	53.46	58.63

Males 16 to 21 Yrs. Old	% of Total Population			% of Males 16 to 21 Yrs. Old		
	E.B.C.I.	N.C.	U.S.	E.B.C.I.	N.C.	U.S.
Not Enrolled in School	2.98	3.02	1.95	43.46	42.64	49.98
Not High School Graduate	2.03	1.51	.81	29.54	23.80	15.20
Unemployed or not in Labor Force	1.56	.15	.20	22.78	.46	5.11

SOURCE: U.S. Census of the Population, United States, 1970.
 U.S. Census of the Population, North Carolina, 1970.
 U.S. Census of the Population, PC (2)-1F, American Indians, 1970.
 State of N.C., Department of Natural & Economic Resources.

TABLE 36 WEEKS WORKED & URBAN & RURAL RESIDENCE OF THE POPULATION
EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Workers in 1969 by Weeks Worked		Percent of Total Population		% Male 16 Yrs. Old & Over	
		E.B.C.I.	N.C.	E.B.C.I.	N.C.
A. Male 16 yrs. old & over		21.48	33.30	33.09	U.S.
50 to 52 weeks				38.27	56.80
27 to 49 weeks				35.71	16.15
26 weeks or less				26.01	11.22
				% Female 16 Yrs. Old & Over	
				31.05	24.89
				26.06	15.67
				42.88	15.41
					14.06
B. Female 16 yrs. old & over		15.66	35.97	36.34	
50 to 52 weeks					
27 to 49 weeks					
26 weeks or less					
C. Urban & Rural Residence					
Urban		-0-	54.36	73.48	
Rural Nonfarm		97.25	44.60	22.44	
Rural Farm		2.75	1.04	4.08	

SOURCE: U.S. Census of the Population, United States, 1970.
U.S. Census of the Population, North Carolina, 1970.
U.S. Census of the Population, PC (2)-1F, American Indians, 1970.
State of N.C., Department of Natural & Economic Resources.

6. ECONOMIC ACTIVITY

The economic status of the Eastern Band of Cherokee Indians is the area of major concern for the Tribal Government and all of its Reservation citizens. It is readily apparent that the economic status at Cherokee is one which has experienced rapid change in the years since the end of World War II. From a relatively simple and deprived base of subsistence farming and the harvest of limited forest products, the Cherokee economy has changed to one that has considerable diversity in terms of commercial tourism, light industry, and a variety of governmental activities, particularly those involving federal and tribal units of government.

Official opinions vary considerably in regard to the specific nature of economic conditions on the Cherokee Reservation. General observation backed by statistical data gathered by the Employment Security Commission of the State of North Carolina indicates that during the summer months, many employment opportunities exist for members of the Eastern Band of Cherokees. During recent years, summer unemployment figures for this community have dropped as low as one percent. However, the nature of the tourism industry is such that the situation changes dramatically during the winter months and during that time at least 44.4 percent of the Indian work force are unemployed (according to BIA Labor Report for first quarter of 1976). Therefore, while the picture of unemployment is considerably better than national averages during the summer months, the opposite is true during

much of the year when unemployment rates are six to eight times that of recent national averages. The situation has been especially difficult in the Snowbird Community of Graham County where several industries have either closed or have declined in the neighboring community of Robbinsville, and where efforts by the Eastern Band to encourage substantial economic development within the community itself have met with only temporary success.

Tourism is the number one factor affecting the economy of the Cherokee Indian Reservation. Several geographic and cultural reasons stand out as predominate. The presence of the Indians themselves act as a natural attraction for many people on the Eastern Seaboard as well as in the local region; and many Indians have gone into business selling their crafts, shows, literature and pictures to these people during the summer.

The number of people visiting the Reservation has increased over the years to the point that between 8 and 9 million tourists passed through the Reservation in 1975. Spending has increased to approximately 16 million dollars in gross sales of goods and services.

Another factor drawing visitors to the Reservation is the mountainous terrain which provides for one of the cleanest environments left in the United States today. The crystal clear streams provide excellent fishing and camping along their banks. The mountains furnish excellent hiking and horseback riding trails as well as scenic views.

A third factor, is the strategic location of the Reservation to the southern entrance of the Great Smoky Mountains National

Park. This Park has numerous recreational activities which include camping, hiking, fishing and horseback riding. The Park also serves as a watershed for the Reservation thus protecting the streams which flow through it and through the Qualla Boundary.

Industrial Plants and Government

The present economy of the Qualla Boundary is based on the tourist industry and is supplemented by the four manufacturing plants and government service, until recently when Vassar closed, leaving only three industries. Two of the manufacturing plants, The Cherokees and Warrior Woodcrafts, produce items sold in craftshops and are therefore tourist oriented businesses. Expansion of governmental activity in recent years has contributed greatly to the Cherokee economy. The BIA and the USPHS, IHS employ approximately 400 persons on a year-round basis. Tribal government enterprises, federal programs and the Cherokee Boys' Club employ an additional 450 year-round.

Indian lands in the Snowbird Community in Graham County are without industry; manufacturing or tourist related. The tracts in Cherokee County are also without industry or business. The 3200 Acre Tract, located near the Qualla Boundary has only a few residents and no businesses or industry. The labor force from the above three areas find employment in adjoining manufacturing plants or industries, with only a few employed in government or service related businesses. In recent years a small "cut and sew operation" was established in Snowbird and operated for several years. It was not successful and has ceased functioning.

Employment in the two open main manufacturing plants has not remained consistent. Two of the plants, The Cherokees and White Shield, show a gradual increase and the other plant, Vassar, showed a gradual decrease in the number of employees with the exclusion of homeworkers until it closed in 1975.

	3-25-66		3-31-70		12-31-73	
	Plant	Home-Workers	Plant	Home-Workers	Plant	Home-Workers
The Cherokees	104	78	179	100	164	-0-
White Shield	76	-0-	98	-0-	128	-0-
Vassar	<u>118</u>	<u>40</u>	<u>76</u>	<u>-0-</u>	<u>89</u>	<u>-0-</u>
Total	298	118	353	100	381	-0-

As the chart shows, homeworkers had been eliminated entirely by all three plants by the year 1973 causing supplemental income to approximately 100 persons to cease. The following chart shows the Indian and non-Indian employment of the three industries in December, 1973:

	<u>Indian</u>	<u>Non-Indian</u>	<u>Total</u>
The Cherokees	143	21	164
White Shield	97	31	128
Vassar	<u>58</u>	<u>31</u>	<u>89</u>
Totals	298	83	381

All three plants showed a higher rate of Indian employment than non-Indian employment.

	<u>% Indian</u>	<u>% Non-Indian</u>
The Cherokees	87.20	12.80
White Shield	75.78	24.22
Vassar	<u>65.17</u>	<u>34.83</u>
Averages	76.05	23.95

White Shield has expanded their present plant by 56,000 square feet and has provided jobs for an additional 40 new employees. The expansion was made possible by EDA making funds available for water and sewer lines to the plant (and new high school) and also participated in the financing of the White Shield expansion. With the completion of the new high school came an additional 50 positions; some teachers, some maintenance and at least one electronic engineer.

Closing of the Vassar Manufacturing Plant has dealt a heavy blow to the Cherokee economy by causing the loss of about 90 jobs. It has been exceedingly difficult to find a suitable industry to locate in the vacant structure, but, as efforts continue with assistance from the Indian desk in Washington, D.C., Economic Development Administration, the Department of Natural and Economic Resources of the State of North Carolina, and the Bureau of Indian Affairs, it is anticipated that the building will be occupied in the near future.

Service Industry

The Eastern Band of Cherokee Indians possesses a unique service industry which is non-profit and provides a varied number of services to the Tribe's welfare which were not previously available in the immediate area. The Cherokee Boys Club, Inc., was organized in 1964 and has experienced an economic growth of over 2,000 percent from the end of its first year to the end of its eighth year, yielding considerable value to the Cherokee economy.

Currently, the Cherokee Boys Club, Inc., has 87 full time employees and 11 part-time employees. In addition, the Club voluntarily provides supervision, training and use of equipment to approximately 100 on a part-time basis for workers paid by the Neighborhood Youth Corps, Operation Mainstream, On-the-Job Training and High School Vocational Training Programs, all of which are non-seasonal.

A brief description of each of the Cherokee Boys Club's operations follows:

Bus

The Club contracts the school bus transportation for the Cherokee Indian Schools and also contracts with the Cherokee Historical Association for the shuttle bus service. Transportation is provided for the Community Action Program's Day Care Centers, for many of the athletic teams of the communities, and the Civic Center. The 43 club vehicles traveled over one million miles last year without a chargeable accident. The Club works in the Cherokee school classrooms instructing students on school bus safety.

Administrative

This department handles the payroll and employee fringe benefits for all other Club departments. During the past year, 150 employees, all members of the Tribe, earned \$739,700 in wages. Other services provided by this department are administrative services for the Follow Through Program and the Club contracts all bookkeeping and secretarial work for Cherokee Enterprises, Inc.

Children's Homes

The Cherokee Boys' Club owns and operates three foster homes for Cherokee boys and girls, making it possible for a number of children to remain in this community who would otherwise, of necessity, have been placed away from this area. Last year the home cared for 29 different Cherokee boys and girls.

Lawn Mowing and Labor

The Club contracts the lawn mowing for the Bureau of Indian Affairs, the U.S. Public Health Service and the Cherokee Historical Association. This department also takes care of the grounds around the Club and the Children's Homes.

Recreation Park

The Club has completed and now operates a 52 acre Reservation Recreation Park located on Goose Creek. The facility includes an olympic-sized swimming pool, playground, ball courts, camping and picnic shelters and two large group shelters. A lake is under construction and nature hiking and horseback trails are being planned. A full-time manager and his family live on the grounds.

Truck and Tractor

This department contracts with the Bureau of Indian Affairs Roads Maintenance for gravel, hauling, maintenance, construction and roadside mowing.

Lunchroom

The Club contracts the operation of the lunchroom at the Cherokee Schools. Over 230,000 lunches and over 90,000 breakfasts were served during the last fiscal year. Many special events such as the Athletic Banquet are contracted each year.

Laundry

The Club Laundry contracts with the Bureau of Indian Affairs, the U.S. Public Health Service and Boundary Tree Tribal Enterprises. The laundry also provides laundry services for the Children's Homes and several private customers. It donates all laundry service to the Cherokee Rescue Squad.

Garage

The garage maintains the 43 vehicles owned and operated by the Club; has a contract to provide service and maintenance on all G.S.A. vehicles in the area and provides service and maintenance for hundreds of private vehicles. The Club's paint and body shop and front end shop draw customers from all over Western North Carolina. The Club's electronic engine testing equipment, front end alignment and electronic wheel balancing, and tire truing machines are the most modern in the area.

Billing Department

The Club sold this department to Cherokee Contracting Services, Inc., during the past year; Cherokee Contracting Services is a branch of Cherokee Enterprises, Inc. The Club originally helped to organize Cherokee Enterprises, which is a separate corporation and has separate management from the Club. The Club helped to train management and employees of Cherokee Enterprises and contracts their bookkeeping and financial services.

Trash Truck

The Club contracts the garbage collection for the North Carolina portion of the Great Smoky Mountains National Park. The Club uses the Cherokee Tribal Community Services sanitary

landfill and the Club shares the expenses of the operation of the landfill with the Cherokee Tribal Community Services.

Any boy who is enrolled in Cherokee High School or who is a former student of Cherokee High School may join the club.

The Cherokee Boys' Club is currently administering the Indian Action Team Program which is a training program. All activities of this program must be identified as public service projects that serve the public.

Two surveys on the "Composition of Indian Employment" were conducted by the Agricultural Extension Service Office in Cherokee, one on March 25, 1966, and the other on March 30, 1970. The information contained therein is extremely useful but reporting methods then and now have not been standardized.

COMPOSITION OF INDIAN EMPLOYMENT

Place of Employment	March 25, 1966		March 31, 1970	
	Permanent	Seasonal	Permanent	Seasonal
Bureau of Indian Affairs	60	15	48	29
U.S. Public Health Service	23	13	37	
Eastern Band Cherokee Indians	28	5	50	8
Oconaluftee Conservation Ctr.	7		6	
U.S. Park Service	3	4	13	
Blue Ridge Parkway	2		2	
Cherokee Historical Assoc.	16	200	15	
Business (Indian Ownership)	92		104	
Business Employees	36	125	5	50
Food Contact	8		9	
Boundary Tree Dining Room		40		
Boundary Tree Motel	4	22	9	
Boundary Tree Service Station			6	
White Shield of Carolina	76		98	
The Cherokees (Incl. Homewrks.)	182		279	
	78 HW		100 HW	
Vassar Corp. (Incl. Homewrks.)	158		76	
	40 HW			
Frontierland	8	12		
Qualla Arts & Crafts	3	1	2	
Construction	9	9	30	10
Bemis Lumber Company	1			
Bemis Sub-Contractor	6			
Fontana Mills	16			
Cherokee Boys' Club	21		134	
Neighborhood Youth Corp.	75	100	40	55
Service Workers	11		35	25
Fish Management	1	2	4	
Operation Mainstream			32	
U.S. Post Office	4		7	
Logging Operation			11	
Hennessey Lumber Co.			1	
Drexel Enterprises			3	
Self Employment			100	
State of North Carolina			4	
Qualla Indian Boundary Project			65	
Dayco Southern Corp.			11	
Western Carolina Telephone Co.			2	
Totals	852	548	1,287	134

NOTE: Different questionnaire used for each survey.

SOURCE: NC Agricultural Extension Service, Cherokee, N.C.

The fourth industry is the "Warrior Woodcrafts." At present, this small plant employs eight Indians and one non-Indian. It started under the leadership of the Community Action Program with training men in the field of woodworking as its object. The quality of the produced objects were so high, the craftshops found they sold easily. The Warrior Woodcrafts now have their own outlet in downtown Cherokee and the total operation shows great potential for growth and expansion. Natural resources (local timber) are used as raw materials in this operation. This industry will provide employment for some of the male labor force while the other two open plants rely heavily on the female portion of the labor force. All of the plants are year-round operations although sales are seasonal for the Cherokees and Warrior Woodcraft. A new plant is under construction to house this industry which is financed heavily by EDA.

Major employment with the Tribe in 1970 was in the manufacturing of nondurable goods (24.97%). The second greatest employment was in the field of Professional and Related Services (21.31%). The remaining industry of the population is listed below in the order of their importance: (1970) See Table No. 37 and Graph No. 8.

Other Industries	14.55%
Personal Services	10.31%
Manufacturing-(Durable Goods)	10.19%
Construction	8.59%
Wholesale & Retail Trade	6.41%
Agr., Forestry & Fisheries	1.95%
Transp., Communication & Utilities	1.72%

Industry of the Cherokee population compares very little with the State and Nation due to the tourism for which a large amount of nondurable goods are produced on a year-round basis.

TABLE 37

INDUSTRY OF THE POPULATION

EASTERN BAND OF CHEROKEE INDIANS, NORTH CAROLINA & THE UNITED STATES, 1970

Industry	Percent of Total Population % of Total Employed 16 Yrs. Old & Over			
	E.B.C.I.	N. C.	U. S.	U. S.
Total Employed 16 yrs. old & over	25.27	38.84	24.34	
Agriculture, Fo- restry & Fisheries	.51	1.98	1.28	3.38
Construction	2.17	2.67	2.31	6.06
Manufacturing: Durable Goods	2.58	4.39	4.74	12.46
Nondurable Goods	6.31	9.59	2.45	6.45
Transportation, Communications & Other Public Util.	.43	2.14	2.06	5.42
Wholesale & Retail Trade	1.62	6.71	4.61	12.11
Personnel Services	2.60	2.04	.52	1.36
Professional & Re- lated Services	5.38	5.45	2.48	6.52
Other Industries	3.68	3.85	3.83	10.08

SOURCE: U.S. Census of the Population, United States, 1970.

U. S. Census of the Population, North Carolina, 1970.

U. S. Census of the Population, - PC (2)-1F, American Indians, 1970.
State of N.C., Department of Natural & Economic Resources.

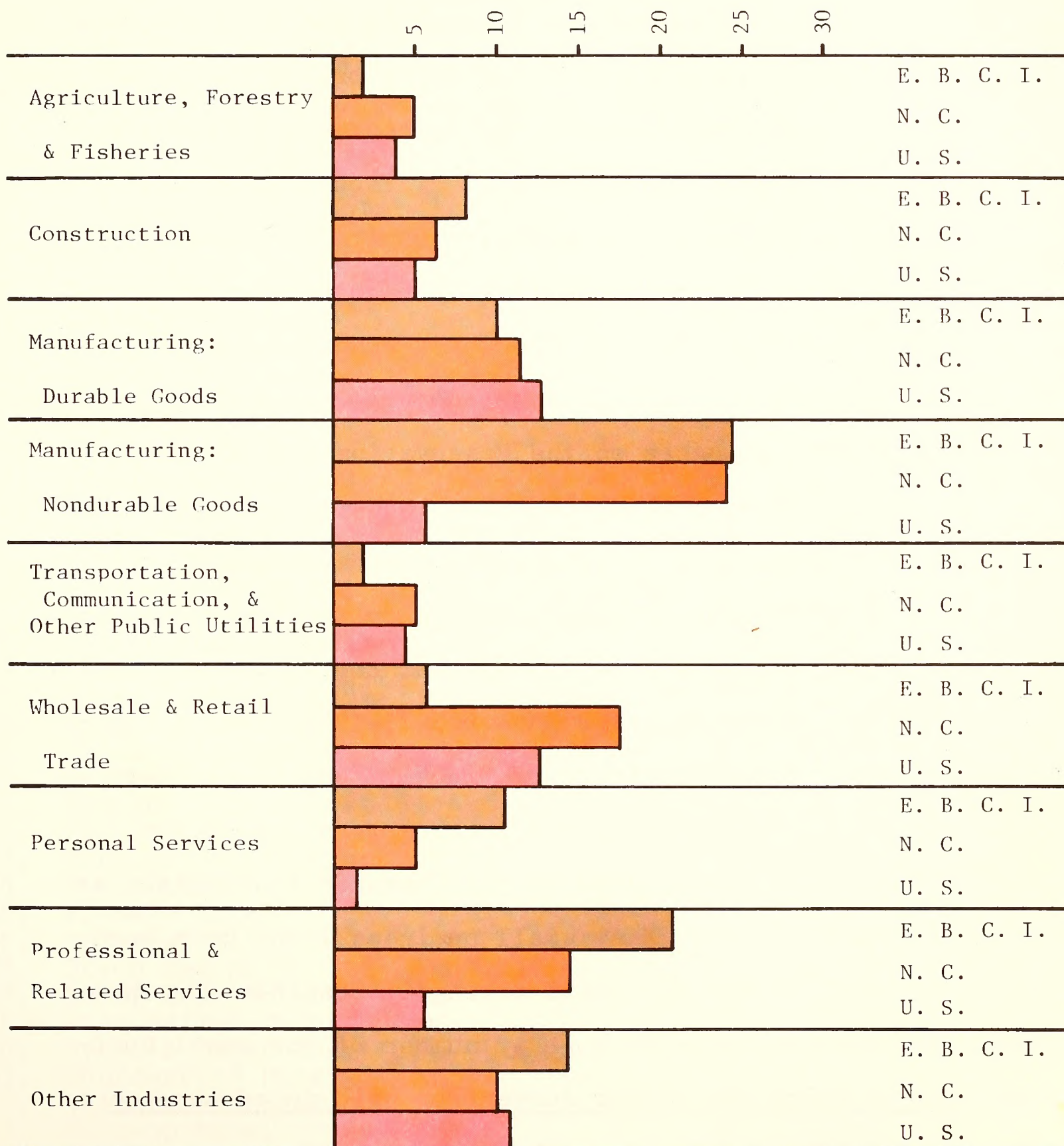
GRAPH NUMBER 8

INDUSTRY OF THE POPULATION

EASTERN BAND OF CHEROKEE INDIANS,

NORTH CAROLINA & THE UNITED STATES, 1970

Percent of Total Employed, 16 Yrs. Old & Over



Efforts to alleviate the effects of the short tourist season have been centered along two lines: (1) Steps to extend the tourist season so that it would commence earlier in the spring, extend later in the fall and develop winter activities; (2) Through bringing to the Reservation and developing industries which can furnish consistent year-round employment.

During the early stages of development in the tourist trade, members of the Band had to rely on the White trader to lease their land for craft shops, motels and restaurants to accommodate the tourists as Indians found it difficult to obtain credit and only a few were with adequate capital to develop their own holdings. The tribal officials recognized these problems and worked diligently over the years with the Bureau officials and other Federal agencies to encourage ownership by tribal members of businesses on the Reservation and to open sources of credit to make this possible. Substantial progress has been made in this area as well as in the development of directly owned tribal enterprises catering to the tourist industry. The following tables show the present Indian and non-Indian operated businesses for the fiscal year 1973-1974. It is important to note here that the Office of Minority Business Enterprise contracted through the United Southeastern Tribes for a field office to be established on the Cherokee Reservation at Cherokee, North Carolina. Many small business loans have been provided to local Indian residents making it possible for them to take over the operation of a great number of the small businesses, all of which are either current or paid in advance on
on their payments.

Of the 216 small businesses, 137 are Indian operated and 79 are non-Indian operated. By percentages 63.4% are Indian operated and 36.57% are non-Indian operated.

Motels		Non-Indian Operated	Indian Operated	Number of Units
1.	Azalea Cabins		X	6
2.	Birdtown Thrift		X	58
3.	Boundary Tree Court		X	61
4.	Broken Arrow Motel		X	10
5.	Cherokee Motel		X	15
6.	Chief Motel		X	43
7.	Chief Saunooke Motel		X	14
8.	Cliffside Apts.		X	2
9.	Clingman's Dome Motel		X	8
10.	Cool Valley Motel	X		17
11.	Cool Waters Motel		X	52
12.	Cool Waters Apt.		X	3
13.	Craig's Motel		X	20
14.	Craig's Motor Court		X	17
15.	Dogwood Motel		X	10
16.	Drama Motel	X		37
17.	Eagle Nest		X	8
18.	El Camino Motel		X	27
19.	Frontier Motor Lodge		X	30
20.	Holiday Inn		X	102
21.	Homestead Motel		X	17
22.	Indian Bill's Motel		X	3
23.	Indian Hills Motel		X	22
24.	Indian Valley Motel		X	21
25.	Little Beaver Motel		X	10
26.	Littlejohns Kitchenettes		X	4
27.	Newfound Motor Lodge		X	55
28.	Oconaluftee Motel		X	9
29.	Ocona Valley Motel		X	12
30.	Owl's Motor Court		X	15
31.	Pageant Hills Motel	X		27
32.	Papoose Motel		X	7
33.	Parkers Thrift Court		X	14
34.	Pink Motel		X	20
35.	Pioneer Motel		X	31
36.	Princess Motel		X	26
37.	Queen Bee Motel		X	34
38.	Shady Lane Motel		X	65
39.	Soco Valley Motor Court		X	17
40.	Syble's Motor Court		X	15
41.	Thunderbird Motel		X	9
42.	Whitetrees Motor Court		X	16
43.	Wiki-Up Motel		X	20
TOTALS		3	40	1,009

Restaurants	Non-Indian Operated	Indian Operated
1. Big Joe's Pizza		X
2. Big Steer Restaurant		X
3. Boundary Tree Dining Room		X
4. Boundary Tree Restaurant		X
5. Burger Basket	X	
6. Busy Bee Drive-In		X
7. Cherokee Restaurant	X	
8. Chief Dining Room	X	
9. Craig's Restaurant		X
10. Critzer's Restaurant		X
11. Custer's		X
12. Dairy Queen (Cherokee)	X	
13. Dairy Queen (Painttown)	X	
14. Dairy Queen (Hwy. 441)	X	
15. Dale's Fish Camp	X	
16. East End Restaurant		X
17. El Camino Restaurant		X
18. Frontier Restaurant	X	
19. Frontierland Restaurant	X	
20. Frontierland Ice Cream Parlor	X	
21. Holiday Inn		X
22. Hungry Bear		X
23. Ice Cream Parlor	X	
24. Johnny's		X
25. Kentucky Fried Chicken US 441 & 19	X	
26. Kentucky Fried Chicken US 19	X	
27. Little Abe's		X
28. One Feather Quick Food		X
29. Pancake House	X	
30. River Room	X	
31. Rose Diner	X	
32. Running Bear Drive-In		X
33. Santa's Land	X	
34. Saunooke's		X
35. Sequoyah Restaurant		X
36. Smokey Diner		X
37. Snack Bar (Village Restaurant)	X	
38. Snack Bar	X	
39. Snak Shack	X	
40. Tee-Pee		X
41. Tomahawk Coffee Shop	X	
42. Village Diner		X
TOTALS	<u>21</u>	<u>21</u>

Gift Shops		Non-Indian Operated	Indian Operated
1.	Buck & Squaw Craft Shop	X	
2.	Cherokee Brave Craft Shop		X
3.	Cherokee Crafts		X
4.	Cherokee Craft Shop		X
5.	Conteasky Trading Post		X
6.	Cool Waters Gift Shop		X
7.	Eagle's Nest Craft Shop	X	
8.	Fort Tomahawk Craft Shop		X
9.	Golden Arrow	X	
10.	Hillbilly Bear Trading Post	X	
11.	Honest Injun Trading Post		X
12.	Indian Store		X
13.	Moccasin Shop	X	
14.	Monte Young-Indian Trader	X	
15.	One Feather Trading Post		X
16.	Pow-Wow & Pocahontas Trading Post	X	
17.	Qualla 5 & 10 Variety Store	X	
18.	Qualla Gift Shop	X	
19.	Reservation Craftshop	X	
20.	Rocks & Stuff		X
21.	Sky High Gift Shop		X
22.	Tahquette's Indian Store		X
23.	Tomahawk Craftshop		X
24.	Tom Tom Craftshop	X	
25.	Warrior's Woodcrafts		X
26.	Western Photo & Craftshop	X	
<u>Gift Shops on Hwy. #441 (Park Rd.)</u>			
27.	Antiques		X
28.	Azalea Craft Shop		X
29.	Cherokee Arrow Trading Post	X	
30.	Cherokee Bargain & Glass House		X
31.	Cherokee Trader		X
32.	Cherokee War Bonnet		X
33.	Clingman's Dome Craft Shop		X
34.	Frontier Craft Shop		X
35.	Medicine Man Crafts	X	
36.	Mountaineer Photo & Pottery Shop	X	
37.	Mountainside Craft Shop		X
38.	Qualla Arts & Crafts Mutual		X

Gift Shops - Cont.	Non-Indian Operated	Indian Operated
39. Big Bear Trading Post	X	
40. Bigmeat House of Pot- tery		X
41. Clift Side Craft Shop		X
42. East Cherokee Crafts		X
43. Frontier Trading Post	X	
44. Keener's Craftshop	X	
45. Little Beaver's Craft- shop		X
46. Wagon Train Craftshop		X
47. Whitetree Gift Shop		X
TOTALS	<u>18</u>	<u>29</u>

Service Stations	Non-Indian Operated	Indian Operated
1. Boundary Tree Exxon Sta- tion		X
2. Cherokee Gulf Service	X	
3. Cherokee Phillips 66 (Frontier)	X	
4. Cherokee Phillips 66	X	
5. Cherokee Shell Service		X
6. Cherokee Texaco		X
7. Soco American Service Station		X
8. Service Distributing Co. (Hwy. 19)	X	
9. Service Distributing Co. (Hwy. 441)	X	
10. Smith's Texaco Station		X
11. Soco Amocco		X

Service Stations Combined with other Operations		
12. Cherokee Boys Club		X
13. Marvin T. Bardley - Sinclair		X
14. Myrtle Jenkins - Jenkins Grocery		X
15. Ronald Howell-Gulf-Village Grocery	X	
16. Smith's Shell Service	—	<u>X</u>
TOTALS	6	10

Grocery Stores	With Gas Pumps	Non-Indian Operated	Indian Operated
1. Big Cove Gro.			X
2. Bradley's Gro. & Phillips "66"	X		
3. Cherokee Food Center		X	
4. IGA Foodliner		X	
5. Indian Bill's Place			X
6. Jenkin's Gro.	X		
7. Littlejohn's Store & Campground			X
8. Qualla Super- market		X	
9. Soco Grocery	X		
10. Soco Superette			X
11. Village Gro.	X		
TOTALS	$\frac{X}{4}$	$\frac{4}{4}$	$\frac{7}{7}$

Recreation & Entertainment	Non-Indian Operated	Indian Operated
1. Chair Lift		X
2. Cuthbertson's Shooting Gallery	X	
3. Cyclorama Wax Museum	X	
4. Frontierland	X	
5. Fun Plaza Arcade	X	
6. Miniature Gold & Arcade		X
7. Museum of the Cherokee Indians	X	
8. Oconaluftee Indian Village	X	
9. Painttown Miniature Golf		X
10. Santa's Land	X	
11. Shooting Gallery		X
12. The Mystery House	X	
13. Unto These Hills (Drama)	X	
14. Wolftown Coral	X	
TOTALS	$\frac{10}{10}$	$\frac{4}{4}$

Washerettes	Non-Indian Operated	Indian Operated
1. Beck's Laundry		X
2. Underwood Poly Clean	X	
3. Wash Pot	X	
<u>Repair Shops</u>		
1. Ernest Hornbuckle's TV & Radio Repair		X
2. Garrett's TV Repair		X
3. James Maney Shop		X
<u>Industry</u>		
1. The Cherokees	X	
2. Vassar	X	
3. White Shield	X	
4. Warrior Woodcrafts		X
<u>Other Services</u>		
1. First Union Nat. Bank #1	X	
2. First Union Nat. Bank #2	X	
3. Five & Ten Variety	X	
4. Four Season Beauty Salon		X
5. His & Hers Clothing	X	
6. Youngbirds Beauty Shop		X
7. Cherokee Boys Club		X
8. Fish & Game Management Enterprises		X
TOTALS	<u>9</u>	<u>X</u> <u>9</u>

Campgrounds	No. of Camp Sites	Non-Indian Operated	Indian Operated
1. Big Arrow Campground	76	X	X
2. Cherokee Campground (Lee Craig)	40		X
3. Cherokee Recreation Park Campground	90	X	
4. Eljawa Campground	85		X
5. Holiday Inn Travel Park Campground	350	X	
6. Indian Creek Camp- ground	52	X	
7. Irene's Campground	77		X
8. K.O.A. Campground	215	X	
9. Little Buck Campground	40	X	
10. Littlejohn's Camp- ground	20		X
11. Lost Cove Campground	60		X
12. Mingo Falls Campgrd.	70		X
13. Oconaluftee Campgrd.	25		X
14. Owl Travel Trailer Park	58		X
15. Piney Grove Camp	51		X
16. Ramada Inn Campgrd.	283	X	
17. Reservation Recre- ation Park (Boys Club)	200		X
18. Riverside Campgrd.	50		X
19. River Valley Camp- ground	125		X
20. Smoky Mtn. Trailer Park & Campgrd.	28		X
21. Soco Trail Campgrd.	50	X	
22. Standingwolfe Camp- ground	75		X
23. Stoney Campground	6		X
24. Wagon Train Campgrd.	50		X
25. Wolf Campground	80		X
	<u>2,256</u>	<u>8</u>	<u>17</u>

SOURCE: Economic Development Administration, Cherokee
Indian Reservation District Staff

Cherokee Indian Agency

State of North Carolina, Department of Natural
and Economic Resources

A more detailed breakdown of the different types of businesses shows remarkable variances in the number and percentage of Indian and non-Indian operated establishments:

	<u>% Non-Indian Operated</u>	<u>% Indian Operated</u>
Motels	6.8	93.2
Restaurants	50.0	50.0
Gift Shops	38.3	61.7
Service Stations	45.5	54.5
Service Stations Combination	20.0	80.0
Grocery Stores	36.4	63.6
Recreation & Entertainment	71.4	28.6
Washerettes	66.6	33.3
Repair Shops	-0-	100.0
Industry	75.0	25.0
Other Services	50.0	50.0
Campgrounds	32.0	68.0

Many courses of business operation and management are either available or brought to the Cherokee each year. By using the above information, courses of instruction could be developed whereby members of the Tribe could prepare for operating more of their own businesses, particularly with restaurants and gift shops.

By taking the total number of motel units (1,009) and the total number of campsites (2,256) which totals 3,265 separate units of accommodation and multiplying that number by the average number of people occupying any single tourist unit (2.5), the average daily number of tourists being accommodated by overnight provisions would be 8,163. In other words, the population of the Qualla Boundary "doubles", as well as the increase in demand on the water and sewer systems.

New and Expanded Businesses - 1976

	Non-Indian Operated	Indian Operated
1. A & W Stables		X
2. Betty Elders Craft Shop & Service Station		X
3. Cherokee Water Slide		X
4. Chief Terrapin Campground		X
5. Country Corner Craft Shop & Ice Cream Parlor		X
6. Flea Market	X	
7. Frontier Leather Shop (Located in Frontierland	X	
8. Heavenly Fudge Shop	X	
9. Karmel Korn	X	
10. Little Indian Craft Shop	X	
11. Long John Silver's Sea Food	X	
12. Village Ice Cream Parlor	X	
13. Mystery House Craft Shop		X
14. Williams Energy Company		X
15. Soco Superette (expanded)		X
16. Queen Bee Motel (expanded)		X
	<u>7</u>	<u>9</u>

A new survey is currently being taken involving an inventory of businesses to be incorporated in an "Industry and Labor Profile" for Cherokee. The data thus far is not complete enough to be included in this OEDP but will be available in September or October of 1976.

Gross Retail Sales

The following table shows the gross retail sales compared to total personal income for the four Western North Carolina counties which contain some Indian lands. Percentages show that more of the personal income is spent outside the area than within. Expenditures by tourists in Swain County causes the percentage of personal income spent at home for this county to be higher. The Jackson County figure includes an estimated \$2,500,000 in retail sales for the Jackson County portion of the Cherokee Indian Reservation.

Table #38 GROSS RETAIL SALES BY COUNTY

County	(a) Gross Retail Sales - 1969	(b) Total Personal Income - 1969	(c) Percent (a) as of (b)
Cherokee	\$26,269,000	\$30,962,000	84
Graham	7,295,000	11,503,000	63
Jackson	27,716,000	41,480,000	67
Swain	18,602,000	13,851,000	134
Area Total	79,882,000	97,796,000	82

SOURCES: Sales and Use Tax Division, North Carolina
Department of Revenue - (a)

Cherokee Indian Agency, BIA, U.S. Dept.
of the Interior - (b)

U.S. Dept. of Agriculture ("Design for
Better Living") - (c)

Agriculture

The loss of land from agricultural production to tourist developments and home sites continues each year. From a four year period between 1966 and 1970, 672 acres were taken out of production leaving only about 714 acres being used for field crops, vegetables and fruits - an amount just over 1% of the total reservation.

Most of the farming that exists today is done on a part time basis as a supplement to wages or salaries earned in the tourist business. Many families have ceased raising a garden for their own use due to so much of their time being spent on jobs in the tourist industry which occurs at the same time when a garden needs attention. Encouragement of more home gardens is highly desirable due to the inadequate diets of the Cherokee people who are generally overweight, have a high incidence of diabetes and whose low incomes cause economic problems in purchasing high cost fruits, vegetables and lean meats.

According to the U.S. Public Health Service, Service Unit at Cherokee, N.C., the following dietary health problems are existent with the Eastern Cherokees:

1. The incidence of diabetes on the Reservation is five times the National average.
2. The average Cherokee woman has a "height of 62" and an average weight of 162 lbs.
3. The average Cherokee man has a height of 67" and an average weight of 192 lbs.
(Desirable weight is 141 to 161 lbs.)

Nearly 50 percent of the total acres of agricultural production were lost to other uses over the recent four year sample period. If this trend continues, there will be virtually no agriculture production by the end of the present decade. Livestock products have decreased almost 50 percent in the subject four year period. Poultry products are assumed to have dropped as commercial egg production has, but the number of broilers and cull hens sold in 1966 is not available, as appears to pertain to several other listings on the following table. The loss in acres of tobacco farming which is a valuable cash crop indicates considerable loss in economic supplement. Even with the total loss in production of agriculture products, the total value in dollar sales increased by \$7,799 from 1966 to 1970.

The Land Operations Department of the Cherokee Indian Agency has noted a number of indicators of agriculture loss by comparing their operations of assistance in 1963 to 1973:

Operations	1963	1973
1. Open drainage ditch (miles)	1	2
2. Tile drainage (miles)	2	0
3. Stream bank & channel work (miles)	1	0
4. Reforestation (acres)	20	2
5. Seedbed preparation & seeding operations for permanent hay & pasture crops (acres)	416	56
6. Improvement of permanent hay & pasture crops by applications of lime, fertilizer & seed (acres)	1,105	50

Operations	1963	1973
7. Seed bed preparation & seeding of cover crops (acres)	565	120
8. Weed & brush control (acres)	650	450
9. Fencing (miles)	9	2
10. Water supply & sanitation work (number families)	8	30
11. Man hours of labor & use of equipment relating to recreational developments (hrs.)	120	1,000
12. ASCS payments to Cherokee Farmers for carrying out approved ASCS practices	\$9,487	-0-
13. Number of BIA Employees	6	3

Although agriculture is giving way to tourism, much of the vacant land in Cherokee could be used for high value cash crops and be a significant boost to the economy of the Tribe. The Agriculture Extension Agent based in Cherokee, North Carolina, has suggested full utilization of allotted tobacco acreage and commercial production of trellised tomatoes, strawberries, Christmas trees and ornamental shrubs for landscaping purposes, all suited to the Reservation's climate and soil.

Timber

Forest on the Cherokee Indians lands provide one of the most valuable natural resources to the Eastern Band of Cherokee Indians. The forestation and natural terrain provide the aesthetic amenities that draw millions of tourists annually to Cherokee. Baskets are made from oak splints and a great variety of hand carved and machine tooled crafts are produced for the shops and domestic use. Fuelwood cutting by the Cherokees is estimated at 3,000 cords per year.

AGRICULTURE PRODUCTION

Table # 39

Crop		1966		1970		Increase +	Decrease -
Vegetables & Berries	Unit of Measure	Amount Produced	Total Sales	Amount Produced	Total Sales	By Unit Measure	By Dollar Sales
Irish Potatoes	Acres	100	2,000	75	3,000	- 25	+1,000
Sweet Potatoes	"	10	-	5	1,000	- 5	+1,000
Cabbage	"			10	100	+ 10	+ 100
Corn-Sweet	"	5	800	10	1,000	+ 5	+ 200
Snap Beans	"	20	1,000	2	100	- 18	- 800
Tomatoes	"	3	3,000	2	4,000	- 1	+ 800
Other Vegetables	"			30	3,000	+ 30	+3,000
Strawberries	"	12	3,000	10	4,000	- 2	+1,000
Nursery Crops	"	1	1,800			- 1	-1,800
<u>Fruits & Nuts</u>							
Apples	Trees				200		+ 200
<u>Field Crops</u>							
Tobacco	Acres	25	35,720	9.85	13,514	-15.15	-22,206
Corn for Grain	"	500		50	400	- 450	+ 400
Hay - All	"	700	14,400	500	8,000	- 200	- 6,400
Other Field Crops	"			10	2,000		+ 2,000
<u>Livestock & Products</u>							
Hogs	# Sold	400	10,000	200	5,750	- 200	- 4,250
Beef Cattle & Calves	"	125	12,500	90	20,000	- 35	+ 7,500
Dairy Cattle & Calves	"	140		85	6,550	- 55	+ 6,550
<u>Poultry & Products</u>							
Broilers	# Sold			150	75	+ 150	+ 75
Cull Hens	"			100	50	+ 100	+ 50
Eggs-Commercial	Doz.	3,040	1,520	2,000	600	-1,520	+ 600
<u>Other</u>							
Honey	Gal.			500	6,000	+ 500	+ 6,000
Ginseng	Lb.			43	1,500	+ 43	+ 1,500
Locust Post	#		11,000		1,100	+11,000	+ 1,100
Dogwood	Cord			6	180	+ 6	+ 180
Trout	Lb.		10,000		10,000	+10,000	+10,000
Totals							

Acres taken out of production = 672 (4 year period)

SOURCE: N. C. Agricultural Extension Service - Cherokee, N. C.

The Tribe no longer allows outside contracts, an action that protects the Indian truckers and loggers. Presently there are about ten Cherokee trucker-loggers who employ approximately 20 other full-time and about 10 part-time men. Considering the number of men employed in forest harvesting, the outdoor recreation use of the forest, the uses for fuel and hand crafts and the natural beauty of the forests, we can see the great impact on the economy by timber and timber products.

Over a ten year period from 1960 to 1970 the number of permits for timber harvesting varied from 128 (1969) to 356 (1960). The average annual number of permits to harvest timber for this ten year period was 237. Permits are not required of members of the Band to cut trees for fuelwood.

A possessory holder may negotiate the sale of timber from his holdings with the loggers who must obtain their cutting permits from the Cherokee Agency of the Bureau of Indian Affairs. The cut logs must then be scaled by the Agency Forestry Department where a stumpage fee and an Administration Fee is paid. The Tribe receives into its Tribal Treasury Fund an amount of \$400 per 1,000 board feet and an amount equal to 10% of the stumpage fee is collected by the Cherokee Agency for the Administration Fee which goes to the U.S. Treasury.

A new regulation became effective on July 1, 1972, whereby the 10% share of the stumpage that formerly went to the U.S. Government now can go to the Tribe for forestry related projects as long as the Tribe spends the funds for forestry related pro-

jects within the fiscal year in which the stumpage is paid. This amount seems so small as to appear to be not worth much effort but over the subject 10 year period (1960-1970) the administration fees amount to about \$12,000 which could pay the salary of one man or could purchase a great many seedlings for reforestation. There are a number of other possible uses of this money that should be considered.

Tribal revenues from the sale of timber and stumpage varies each year to a degree that reliable projections cannot be made.

Tribal Revenues from Sale of Timber
and Stumpage

1960	\$15,442.00
1961	7,233.00
1962	7,903.00
1963	11,887.00
1964	6,956.00
1965	7,787.00
1966	28,807.00
1967	6,824.00
1968	12,672.00
1969	16,090.00
1970	16,332.00
1971	21,959.00
1972	12,894.00
1973	21,343.00

Note: Timber resources, species, volume cut and timber management are discussed in the Environmental Reconnaissance Inventory.

Fish and Game Management Program

A survey was made by the Bureau of Sport Fisheries and Wildlife, of the Cherokee Indian Reservation in the early part of the last decade. The survey showed 52 miles of streams capable of providing a suitable habitat for trout. A proposal was then made to set up a Fish Management Program to assist in attracting tourists for the extent of the tourist season and bring added revenue to the Tribe.

Before the management program was established, the streams were being stocked on a regular basis and with increasing numbers:

<u>Year</u>	<u>No. Trout Stocked</u>
1960	15,700
1961	17,900
1962	20,300
1963	23,900
1964	123,675
1965	108,390
1966	155,000

By 1972, 250,000 trout were stocked in the reservation management waters. These fish represented about 80,000 pounds of trout. In addition, approximately 8,000 large size fish (brood stock) were stocked. The average catch per fisherman trip equaled four fish, varieties include Brook, Rainbow and Brown Trout.

The Fish and Game Management Enterprise was set up in 1964 and operated through the authority of the Tribal Council and under the Tribal Credit Committee. Not only does the program have the management of regular stocking of the fish, but has the added responsibility to collect permit and license fees, enforcement of the regulations, a sustained effort at preventing pollution and picking up litter along the Enterprise Waters.

For the first time, in 1971, revenues collected by the Enterprise decreased. Cause for the decline is quoted from the Cherokee Progress and Challenge report....."This decline, if continued, could pose serious problems. It is felt one of the reasons for the decline is the high cost of fishing for out of state fishermen who are charged very high North Carolina license fees in addition to the Tribal permit."

Funds received in 1964 for the sale of Tribal fishing permits was \$8,852 and in 1972 sales increased to \$60,791.

7. NATURAL RESOURCES

While the three major income producers for the Cherokee Indian Reservation stem from tourism, industrial employment, and government activity, the natural resources of the Reservation lands should not be overlooked both in terms of their current value and increasing needs of the future. From these natural resources stem a great deal of the income generated within the community. However, beyond this, natural resources have created the environment under which the members of the Eastern Band of Cherokee Indians live. Assurance must be given that these natural resources will continue to provide economic benefits and perhaps even more important, psychological and cultural values well into the future. Certainly, one of the greatest challenges facing the Cherokee Tribal Government today relates to the development of a balance between the use of natural resources for economic development and conservation of the natural environment for the benefit of future generations.

Typical Southern Appalachian hardwood forest covers more than 85 percent of the lands belonging to the Eastern Band of Cherokee Indians. At one time, the timber harvested from these forests constituted a major source of the limited income for the Cherokee people. Today, timber production is small and forms only a small percentage of Cherokee income. However, the level of production is not significantly lower than it has been in the past and in recent years an average harvest has yielded approximately 2,105,000 board feet per year, with an estimated \$24,399.00 in stumpage income for both individual Cherokee Tribal members and the Eastern Band itself.

Recently the Forestry branch of the BIA completed an inventory of the timber resources of the Reservation. Based on an early interpretation of their findings which involve spot checks of timber throughout the Reservation, it is indicated that there can probably be a small increase in timber production within future years without jeopardizing the sustained yield principles. However, it is not expected at any time within the foreseeable future that timber will constitute a major source of either individual or Tribal income. On the contrary, the greatest economic value of the Cherokee timber lies in the use of forested areas in connection with the tourism industry. Previously it has been pointed out that a great deal in the way of economic values have been exploited based on the use of the streams for a trout fisheries program and the extensive development of campgrounds within the community. In the future, depending on the wishes of the Cherokee people, it appears that other uses could be made of this resource in connection with tourist activities. Visitors to Cherokee are likely to stay longer and spend more funds if there are meaningful activities in which they may become engaged. It, therefore, stands to reason that a system of trails lending itself to both hiking and horseback riding might serve a most worthwhile purpose. There may also come the time when Tribal Officials would wish to consider the development of one or more areas for vacation cottages on a lease basis.

When one thinks of the forest resources it is evident to members of the Eastern Band that the game which used to be so prevalent is no longer present. Much of this is due to uncon-

trolled hunting practices along with the destruction of suitable habitat. Now it appears that opportunities are available for cooperative arrangements with the U.S. Fish & Wildlife Service to develop a game program on Tribal lands. Tribal Council has recently, by resolution established a game program for the Reservation.

8. ENVIRONMENT

Prior to World War II most Cherokee people depended on agriculture as their principal source of income. Today it cannot be said that there is a single full-time Cherokee farm family which receives its sole livelihood from farming. Yet the Cherokee people are very close to their land and have in their blood a history of using the tillable land for crop production.

Although the Cherokees are no longer dependent upon agriculture for their major sources of income, it continues to play an important part in their lives. With less than average wages paid in most of the major economic activities at Cherokee, important supplemental sources of income are available to those Cherokee families who choose to use their tillable land for productive purposes. Although there has been declining interest, there are still a number of Cherokee families who have small tobacco allotments. In some instances these allotments add substantially to family income. For far more families, a home garden provides a means of improving the standard of living by enabling them to reduce the proportion of their cash earnings which must be used to meet their food needs. A number of families still raise a small amount of livestock such as pigs, chickens and cattle.

The decline in Cherokee agriculture has been a source of major concern to many Tribal officials for a number of years. In large part it is to be expected due to the changing economic base and the opportunities which this provides for many Cherokee

families to improve their standard of living. However, Tribal Officials continue to work closely both with the BIA land operations personnel and the North Carolina Extension Service in an effort to keep alive a healthy participation and interest in the agricultural opportunities which are available. By doing so, the quality of the land is protected and important supplementary contributions are made toward increasing the supplemental income of Cherokee people.

In the future, attention should be given to opportunities which exist through various forms of truck gardening, development of orchards, and other activities which do not require large acreage to produce cash crops. It is also believed that the potential exists for cooperative farming efforts to insure that productive crop lands are not allowed to deteriorate through non-use.

Eastern Cherokee Indian people have dramatically changed their way of life in order to move forward from the extreme poverty which existed until recent years. Emphasis has been placed on the development of the community in a way which would bring major economic benefits to as many Cherokee families as possible. However, many thoughtful Cherokees are noting that some of the development has either damaged or threatened damage to many of the natural resources of the community and to other traditional values which Cherokee people hold in high regard. These Cherokee people are saying that the clear water has frequently become polluted, that many of the commercial developments are an eyesore and an affront to local people, and that the crowds of automobiles and people in some way make living on the Reservation not

as pleasant as it was not so long ago when there were fewer jobs and less income. Many people note the challenge which the Cherokee Tribal Government has to pursue i.e. increasing the standard of living and at the same time protecting the mountain environment in which the Cherokee people live.

The Cherokee environment is threatened in numerous ways. Demands created by the presence of tourists add substantially to the local problem of solid waste disposal. Cherokee is probably one of the few rural communities in this country which provides free community-wide pickup of garbage and trash. Yet real problems continue to exist, stemming from both tourists who thoughtlessly picnic at the side of the road out of the trunk of their cars and carelessly throw their litter over road banks, as well as local residents who will not make the effort to place their waste in containers provided by the Tribal Government. To combat this problem the Tribal Community Services is constantly at work with roadside and riverbank clean-up. Their efforts are supplemented by help from the Fish Management Program and especially from Operation Mainstream. In addition, tribal leaders have declared special cleanup efforts aimed at getting rid of junk cars and other kinds of accumulated trash. While these efforts have kept the situation from getting completely out of control, it is a never ending battle as long as there is not the full cooperation of all the people. In the future, especially if the community and the tourist industry grows at a rate even approaching that which has taken place in recent years, this problem can only become larger. Therefore, it becomes a major challenge to the Tribal Government, both in terms of collecting

the accumulated debris and also in providing long range answers on how it can best be handled after collection.

An equally pressing problem, and actually closely connected to the matter of solid waste disposal is the need for preserving and improving the quality of water which flows in the streams throughout the Reservation lands. Once again, it is both the visitors and the local residents who contribute to the problem. Special efforts have been made in recent years to protect the streams by both the Tribal Government and the Federal agencies in the Community through sanitation programs and education. Many problems remain in relation to preventing sewage type waste from entering the streams, including the need for a larger disposal treatment in the near future. The visiting fisherman, camper, and picnicker are frequently guilty of ridding their waste in the Oconaluftee River and other Reservation streams. In spite of the best efforts of the Fish Management Program with help in the summer of 1971 from a Youth Conservation Program, the debris continues to enter the water. A challenge exists for a continuing education effort as well as the enactment of effective ordinances which will combat the problem. These activities are being planned.

There are also several other areas of an environmental nature which effect Cherokee life today. In an effort to develop and protect one's possessory holding or lease, many individuals have been guilty of creating structures which alter the natural flow of the streams and thus cause damage to their neighbor's property, especially under flood conditions. Various kinds of construction frequently create eyesores because of their cuts

in the land. Such landcuts contribute heavily to erosion which causes a chain of harmful effects. Advertising billboards clutter the Reservation, many of which are poorly constructed to begin with and others which are seldom maintained. It is questionable whether more than a small percentage of such advertising provides beneficial effects either for the Reservation as a whole or for the business which is promoted. Although, some attraction and retail businesses are singularly attractive in terms of their relationship to the natural environment as well as to the dignity given the Cherokee history and culture. In the long run, unless regulated, such construction leads to a slumlike effect which is both an economic and a visual liability to the community. Therein lies again an area of challenging demand to those responsible for governing and leading the Cherokee Community. Plans are also in the design stage to combat this problem.

CHAPTER IV

POTENTIALS FOR ECONOMIC DEVELOPMENT

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CHAPTER IV
POTENTIALS FOR ECONOMIC DEVELOPMENT

1. Planning.

The responsibility of guiding the future use of the Cherokee Reservation is under the jurisdiction of the Cherokee Tribal Council and through the Cherokee Planning Board to which has been designated planning authority from the Council. Planning physical development demands the assistance and cooperation of various members of the Tribe as well as the community clubs. The duty of the Planning Board is to make careful study of the resources, possibilities and needs of the Reservation, particularly with respect to the conditions which may be injurious to the public welfare, and to then make future plans for the orderly and beneficial development of the Eastern Band of Cherokee Indians' lands.

2. Purpose.

An essential element in the research of planning and development for the Cherokee Indian Reservation is land use information. This means the fact gathering and data collection of knowledge of the use or activities to which the land is being put at the current time. In order to accurately establish trends in development, data or information gathered at a specific time in history needs similar data from an earlier period to be used for comparison. A comprehensive inventory and analysis does therefore have long range usefulness.

This land use data will be used by the planner and planning board as a basis for formulating the future long-range land development planning for the community.

3. Objectives.

The writing of this section is primarily intended to accomplish the following purposes:

1. To provide a reliable and detailed account of the significant development factors now present in the lands owned by the Eastern Band of Cherokee Indians.
2. Land development planning for the Cherokee Indian Reservation will be developed from the information contained in this analysis which will be the basis for a continuing planning program.
3. Determine potentials for future economic development within the limits of land constraints, environmental factors and yet preserve and enhance the Tribal culture and traditions.

4. Planning and Development Sub-Areas.

The Eastern Band of Cherokee Indians has a total of 56,572.80 acres which are scattered over five counties. There are various methods of classifying the land into sub-planning and development areas by Tribal standards for which the Tribe has special and purposeful uses. These land related sub-areas parallel closely the same geographic subdivisions used by the Band for population enumeration and they are equally important in matters of land development and land use planning. In order to gain knowledge of the complex land classification systems commonly used by the Eastern Cherokees, each of the main categories and their subdivisions are tabulated below with the area in acres listed where known:

A. <u>By County</u>	<u>Acres</u>
1. Cherokee	5,571.00
2. Graham	2,249.00
3. Haywood	80.00
4. Jackson	19,267.00
5. Swain	<u>29,405.80</u>
Total	56,572.80

B. <u>By Township</u> (Tribal Voting Districts)	<u>Acres</u>
1. Big Cove	13,911
2. Birdtown	7,622
3. Painttown	3,019
4. Snowbird	7,820
5. Wolftown	16,248
6. Yellow Hill	<u>3,852</u>
Sub-Total	52,472

Government owned, Federal,
State and BIA Highway, Blue
Ridge Parkway R/W and
Others

4,101
Total 56,573

C. <u>By Community</u>	<u>Acres</u>
1. 3,200 Acre Tract	3,200
2. Big Cove	13,911
3. Birdtown	4,422
4. Cherokee County Tract	5,571
5. Cherokee	3,852
6. Painttown	3,019

7. Snowbird Tracts	2,249
8. Soco	13,238
9. Big Y	<u>3,010</u>
Sub-Total	52,472
State, Federal & BIA Roads (60' R/W)	1,059
Blue Ridge Parkway (R/W)	1,320
Government Owned	129
Other (unidentified)	<u>1,593</u>
Total Acres	56,573

An inconsistency exists with the number of acres in the various communities in relationship to the number of Reservation acres in each of the five counties. The amount of 1,593 acres under "other or unidentified" will be accurately identified during the surveying process which is currently being performed by the Bureau of Indian Affairs. All the acreage figures in this study must be considered as estimates or approximates until the survey is completed; a matter that will take a number of years.

D. By Major Tract Area or Boundary

1. Qualla Boundary	45,423.78
Swain County	26,076.78
Jackson County	19,267.00
Haywood County	80.00
2. Cherokee County	
25 tracts	5,571.00
3. Graham County	
25 tracts	2,249.00

4. 3200 Acre Tract

Swain County	<u>3,200.00</u>
--------------	-----------------

Total Tribal	56,443.78
--------------	-----------

E. <u>Major Land Ownership Distinctions</u>	<u>Acres</u>
1. Possessory Holdings (approx.)	50,933.57
2. Tribal Reserve (approx.)	5,510.21
3. U. S. Government Owned	<u>129.02</u>
	56,572.80

Reservation lands consist of 52 tracts or boundaries which are contained in 30 completely separated bodies of land. Four of the tracts have smaller deeded parcels, or land held in fee simple, within their boundaries - a situation that further complicates the physical domain of the Cherokees. Qualla Boundary contains three parcels of deeded or "white" land, the 3200 Acre tract has three large deeded plots within its bounds and one large area that is totally contained except for a small opening. In Cherokee County, the Henson Donation has three tracts of white land within its bounds, all of which are considerable in size. To the east of the Henson Donation is tract number 2 which has one large and one small parcel of deeded land within its confines, making a total of 12 areas of deeded land within Reservation lands which must be excluded in the planning program except for general planning purposes.

The Tribal Council of the Eastern Band of Cherokee Indians has the power of land management for the Tribe's land which is held in trust for the Eastern Cherokees by the U. S. Government. Council clearly has powers of eminent domain, but has thus far

not been delegated any specific extraterritorial powers by the State of North Carolina or by any branch of the Federal Government. Use of such powers has apparently been untested and for the present planning activity, only those lands defined as belonging to the Eastern Band of Cherokee Indians will be included in the planning and development process.

5. Land Use Classification with Acres.

Classification systems of land use activities have been arranged to group certain similar types of land uses. This method helps to facilitate the analysis of the land use data. Major land use classifications were designated into ten categories for the built up area of the Reservation and three main classifications for the Qualla Boundary and the 3200 Acre Tract. The Cherokee County Tracts and the Graham County Tracts have but two major land uses which are residential and forest.

Built Up Area Descriptions

The built up area is described as the land along U.S. Route 19 east of Cherokee Gap through Soco Valley up to and including Holiday Inn Travel Park Campground - Maps #7 and #8;

Lands west of Cherokee Gap along U.S. Route 19 through and including the main village of Cherokee, (Here a portion of highway serves U.S. Route 441 as well as U.S. Route 19) - shown on Map #6;

Lands along U.S. Route 441 from the Great Smoky Mountains National Park boundary south to its intersection with U.S. Route 19, (Route 441 parallels the Oconaluftee River) - Map #6;

Lands along N. C. Route 1368 (locally known as the "Back Side of the River" or Acquoni Road), from its intersection in Cherokee Village with U.S. 441 and U.S. 19 going north up to the third bridge crossing of the Oconaluftee River (or up to and including Saunooke Motel), Map #6.

EXIST

EAST
OCO



MAP 6



EXISTING LAND USE - BUILT UP AREA

EAST AND WEST SIDES OF THE OCONALUFTEE RIVER

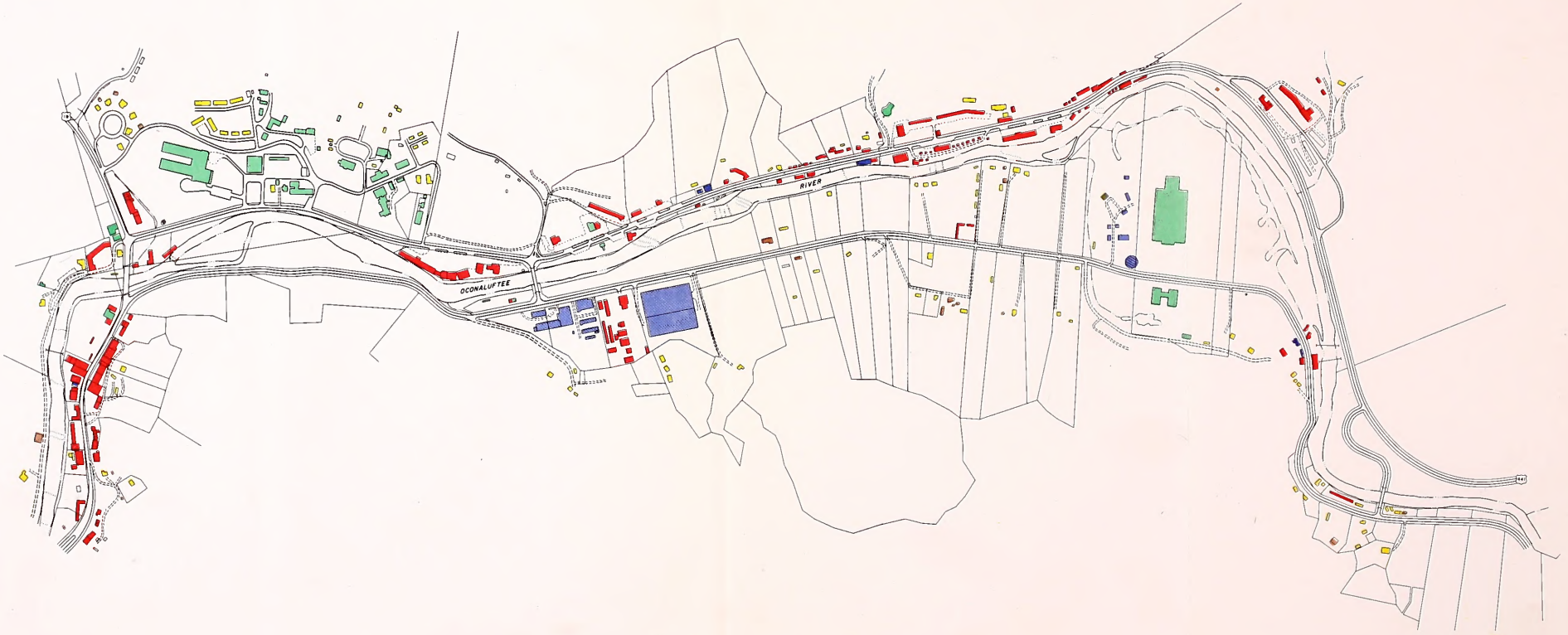


MAP 6



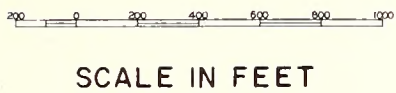
LEGEND

	RESIDENTIAL
	COMMERCIAL
	INDUSTRIAL
	GOVERNMENTAL SERVICE
	SOCIAL AND CULTURAL
	RECREATION
	CHURCH
	UTILITY
	OUTBUILDING



LAND DEVELOPMENT
BUILT-UP AREAS

SOCO VALLEY - WE



MAP 7



LAND DEVELOPMENT PLAN BUILT-UP AREAS

SOCO VALLEY - WEST

SCALE IN FEET



MAP 7

LEGEND

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- GOVERNMENTAL SERVICE
- SOCIAL AND CULTURAL
- RECREATION
- CHURCH
- UTILITY
- OUTBUILDING

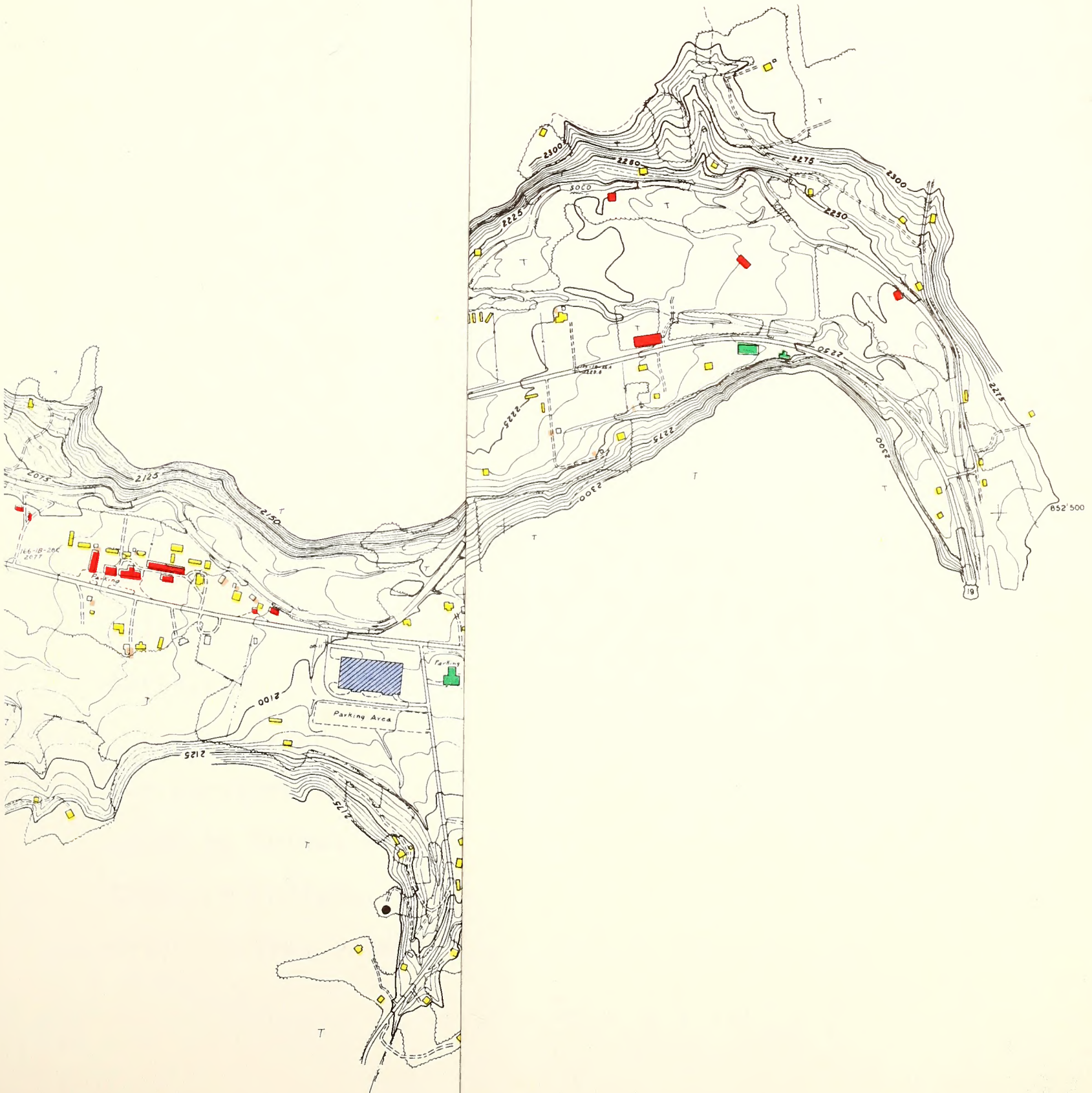


LAND DEVELOPMENT BUILT-UP AREAS

SOCO VALLEY - EAST



MAP 8



LAND DEVELOPMENT PLAN
BUILT-UP AREAS

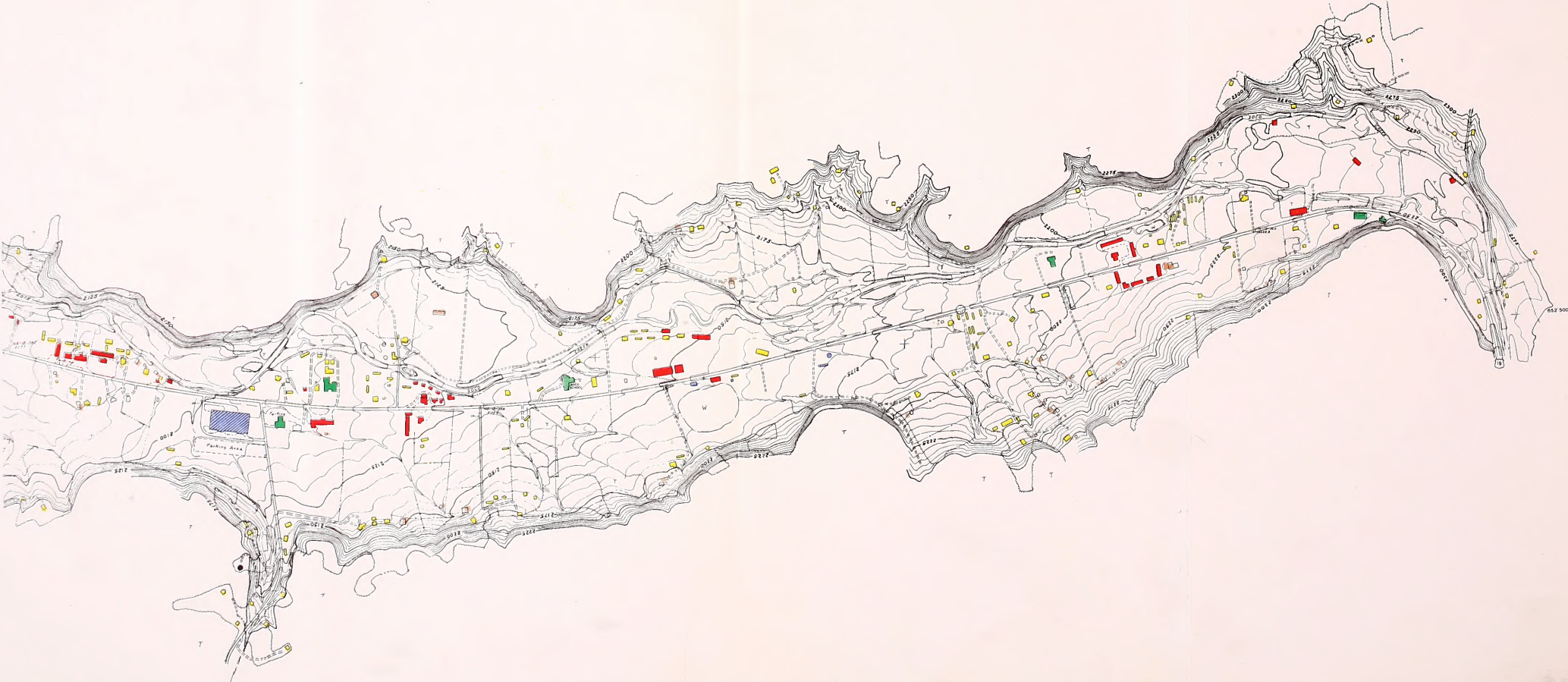
SOCO VALLEY - EAST



MAP 8

LEGEND

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- GOVERNMENTAL SERVICE
- SOCIAL AND CULTURAL
- RECREATION
- CHURCH
- UTILITY
- OUTBUILDING



Classifications

These categories of land usage for the Built Up Area are primarily based on a functional classification, that is, according to their function in serving man's needs and well being.

The classifications of functional land usage and their definitions are as follows:

a. Residential - The predominate use of the structure on the land is devoted to the housing of individuals, families, and groups of people. This category includes structures containing one or more dwelling units, including single and multiple-family household units, mobile homes and mobile home parks, and institutional-residential. The latter category includes government housing for Bureau of Indian Affairs personnel and for U.S. Public Health Service personnel.

b. Commercial - Establishments which supply commodities and/or services to the general public. Any activity dealing in retail or wholesale trade or establishments of a business character which supply general needs of an intangible nature to the public.

c. Industrial - Establishments which are engaged in the manufacture or storage of tangible products. Those activities which are engaged in the processing or fabrication of raw materials or the production of commodities or materials.

d. Governmental - Structures which are predominately used for services or activities that are financed by federal, state local or Tribal funds. In the case of the Eastern Band of Cherokee Indians, governmental includes schools, hospitals, civic center, community services, Post Office, sales office for

fishing permits and a conglomerate array of structures utilized by the different departments of the Tribe, the Bureau of Indian Affairs and the Public Health Service.

e. Semi Public - Includes such land uses as: (a) Social and cultural activities, (b) churches and (c) utilities. These facilities provide for the physical, mental and spiritual development and cultural enlightenment of the Reservation's citizens.

f. Vacant Land - Those areas of land on which a functional use is not evident except farming or pasture. This classification also includes rivers, streams, roads and some forested lands. These parcels are scattered throughout the built up areas of Cherokee and a few large holdings occur along the periphery.

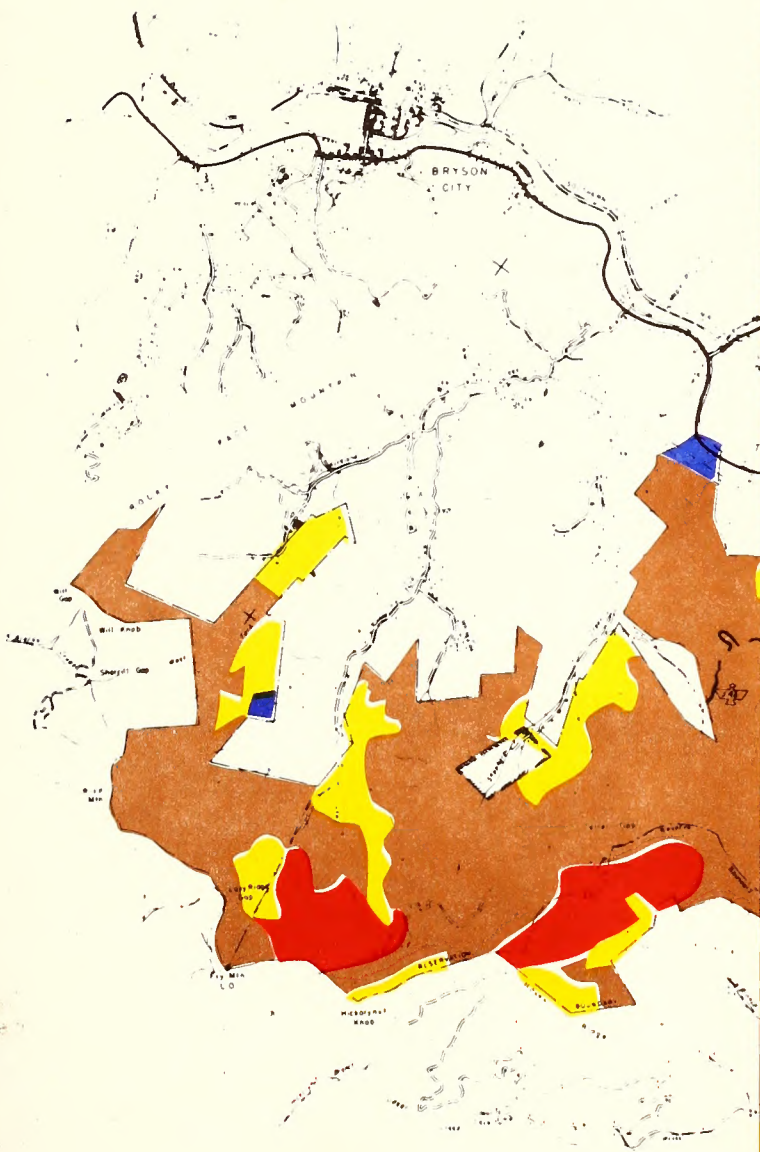
Qualla Boundary and 3200 Acre Tract

The next map (#9) shows three major land uses of the two primary tracts of the Reservation. These three classifications are:

a. Sawtimber (all classes) - stands containing considerable proportions of sawtimber-size trees; with hardwoods of the 12 inch diameter class and larger, and conifers of the 10 inch diameter class and larger.

b. Poles and Saplings

1. Poles - Stands predominantly consisting of trees in the 4 inch to 10 inch (conifers, 4-to-8 inch) diameter classes and containing very few, if any, saw-timber-size trees.



MAP 9

FOREST OF QUALLA B AND 3200 ACRE TRA

LEGEND

TIMBER STAND CLASSES

- SAWTIMBER (ALL CLASSES)
- POLES AND SAPLINGS
- NOT FORESTED (FARMS CLEARINGS, ETC.)
- AREAS RECENTLY LOGGED

fishing permits and a conglomerate array of structures utilized by the different departments of the Tribe, the Bureau of Indian Affairs and the Public Health Service.

e. Semi Public - Includes such land uses as: (a) Social and cultural activities, (b) churches and (c) utilities. These facilities provide for the physical, mental and spiritual development and cultural enlightenment of the Reservation's citizens.

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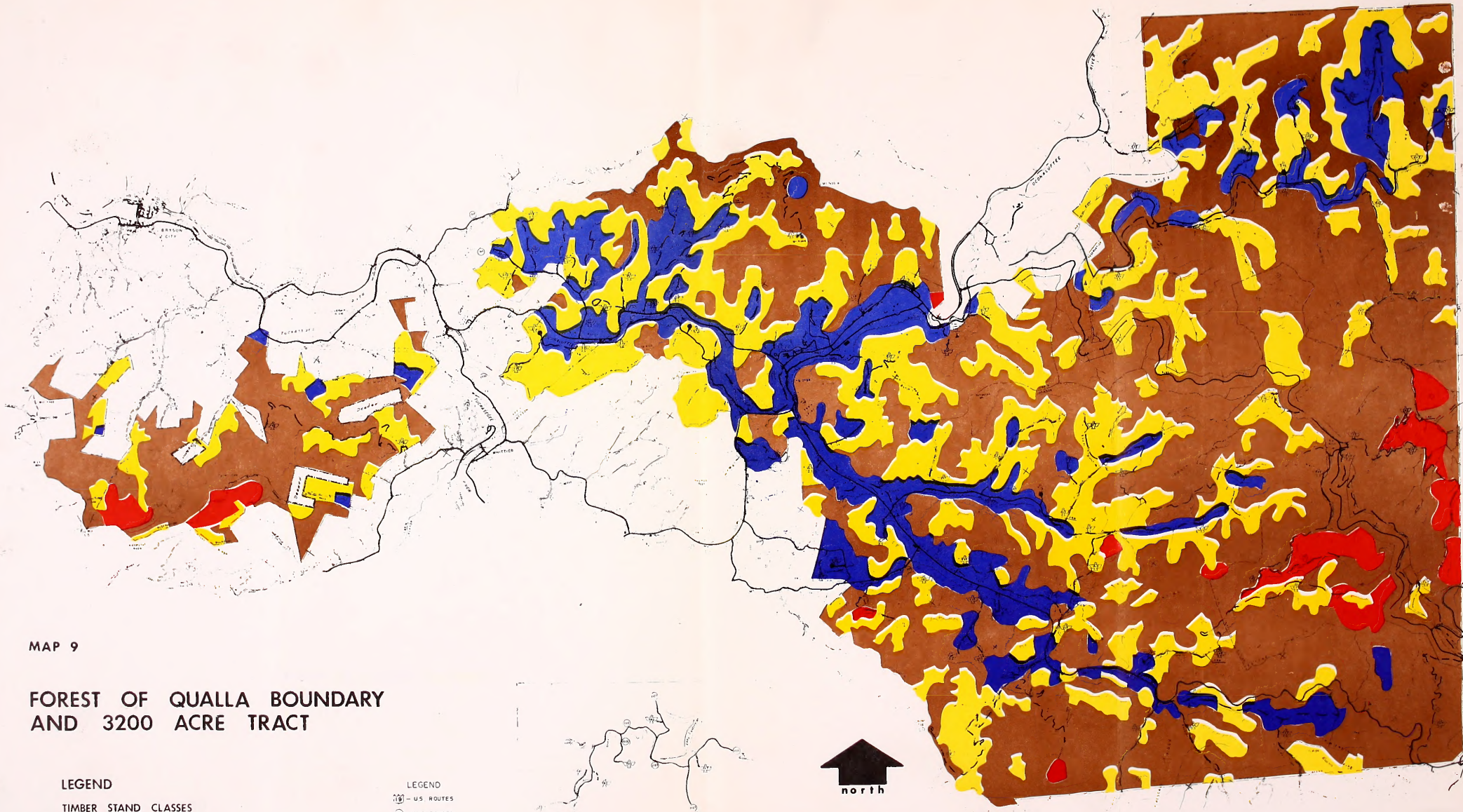
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b. Poles and Saplings

1. Poles - Stands predominantly consisting of trees in the 4 inch to 10 inch (conifers, 4-to-8 inch) diameter classes and containing very few, if any, saw-timber-size trees.



MAP 9

FOREST OF QUALLA BOUNDARY AND 3200 ACRE TRACT

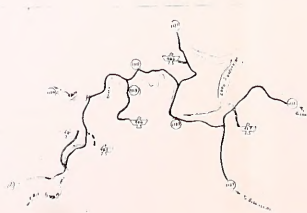
LEGEND

TIMBER STAND CLASSES

- SAWTIMBER (ALL CLASSES)
- POLES AND SAPLINGS
- NOT FORESTED (FARMS CLEARINGS, ETC.)
- AREAS RECENTLY LOGGED

LEGEND

- U.S. ROUTES
- N.C. ROUTES
- B.T.A. ROUTES
- Change in Route Number
- Paved Road
- Unpaved Road



GRAHAM COUNTY



2. Saplings - Stands predominantly consisting of trees smaller in size than the 4 inch diameter class and containing very few, if any, sawtimber-size trees.

c. Not Forested

This category delineates those areas that are farms, developed areas, clearings, brush, bare ground, river and Parkway right-of-way.

Land uses and the approximate acres of each category are presented in the following tabulation of the 56,573 acres belonging to the Eastern Band of Cherokee Indians. A remarkable 88 percent of the Tribe's Land (49,784 acres) is virtually unusable for general development purposes other than timber harvesting. All other uses including vacant land take place on 6,789 acres.

Tabulation of Total Usable Acres.

Land Use

	Estimated Acres	Percent of Total
Blue Ridge Parkway R/W	1,320	19.44
U.S. & N.C. Highway R/W	159	2.34
BIA Roads R/W	763	11.24
Residential - Possessory	1,448	21.33
Residential - Leased	409	6.02
Commercial - Possessory	350	5.16
Commercial - Leased (including CHA & Campgrounds)	716	10.56
Industrial - Leased	25	.37

	Estimated Acres	Percent of Total
Governmental	129	1.90
Social and Cultural	10	.15
Recreation	72	1.06
Utilities and Landfill	100	1.47
Out Buildings	3	.04
Vacant Land (including Waterways)	546	8.04
Churches	25	.37
Agricultural Crops	<u>714</u>	10.51
	6,789	

CHA-Cherokee Historial Association

R/W-Right-of-Way

Tabulation of Total Acres.

<u>Land Use</u>	Estimated Acres	Percent of Total
Forest	49,784	88.00
Blue Ridge Parkway R/W	1,320	2.33
U. S. & N. C. Highway R/W	159	.28
BIA Roads R/W	763	1.35
Residential - Possessory	1,448	2.55
Residential - Leased	409	.72
Commercial - Possessory	350	.62
Commercial - Leased (including CHA & Campgrounds)	716	1.27
Industrial - Leased	25	.04
Governmental	129	.23
Social & Cultural	10	.02

	Estimated Acres	Percent of Total
Recreation	72	.13
Utilities & Landfill	100	.18
Out Buildings	3	.01
Vacant Land (including water- ways)	516	.96
Churches	25	.04
Agriculture Crops	<u>714</u>	1.26
Total Acres	56,573	

C.H.A. - Cherokee Historical Association

R/W - Right-of-Way

SOURCE: Estimates computed by N. C. Department of Natural and
Economic Resources - Division of Community Assistance.
Base figures obtained from the Cherokee Indian Agency.

A clearer picture of land uses for the currently usable land is shown in the next table by percentages of the 6,789 acres and excluding the forests.

6. The Physical Development.

Development on the Qualla Boundary of the Cherokee Indian Reservation has primarily occurred along the major highways, U. S. Route 441 and 19 into what is known as strip development, scatteration and sprawl of land uses. This growth, consisting largely of service and retail establishments catering to tourism has come about very rapidly, and has been characterized by haphazard patterns of development. In many cases exist a low standard of design of the individual commercial structures. Results of this can be readily observed; motels and craft shops that

generally are unattractive, and at some points, traffic congestion and parking deficiencies that make it impossible to tap more than a fraction of the potential car-bound market, to say nothing of the movement of traffic.

Strip development extending along major highways causes problems of extension, expansion and renewal of the physical structures adequate to meet the needs of their people. If the existing trend of unplanned growth is continued, the Tribe will suffer from added congestion, inefficiency, and unattractive patterns of development that will cause blight on what might otherwise become a more distinctive and prosperous tourist and vacation area.

Fortunately, most of the residential structures and motels are set back an adequate distance from the highway. The Oconaluftee River and portions of Soco Creek add an aesthetic value to the developed areas of the Reservation and should be preserved and beautified as should the festival grounds between the Council House and the new Cherokee Museum.

The lower village area and portions of the upper village area have developed on land and terrain which is unsuited to the type of growth that has occurred. Most of the structures are on property that has been excavated or filled. Buildings are so close to the pavement of the two major routes that traffic congestion is paramount during the tourist season. Parking along this area backs into the moving traffic causing great safety hazards and is far below the desired standard for parking areas which is three or four times the floor space of commercial buildings. Delivery

trucks that must service these businesses from the highway, add to the traffic congestion.

An area that is experiencing intense growth such as Cherokee, needs to give serious thought to long-range development and concern over both the existing patterns of development and the need for guidance of future growth, particularly commercial development. Communities must develop according to long-range plans to insure that land is used to the best possible advantage. Big Cove is currently the only community experiencing commercial growth other than that along the major highways in Soco, Paint-town, Birdtown and Cherokee Communities.

Since the opening of the Great Smoky Mountains National Park and the Blue Ridge Parkway, the Cherokees found they were in a strategic position to provide necessary services and accommodations for the touring public. In 1933, approximately 375,000 visitors passed through Cherokee, in 1953 about 2,250,772 visitors and in 1973 over 7,000,000 tourists passed through the Qualla Boundary.

<u>Year</u>	<u># Visitors</u>	<u># Increase</u>	<u>% Increase</u>
1933	375,000		
1953	2,250,000	1,875,772	500
1973	7,000,000	4,749,228	211
1993	10,920,000	3,920,000	56

(1993 - Projected by N. C. Department of Natural & Economic Resources)

As the above figures from the National Park Service, except the projected figures by the North Carolina Department of Natural

and Economic Resources, show continued visitation and commercial growth is expected in Cherokee. An important factor, not to be underestimated is the population growth that the Cherokees are experiencing for which housing and services will have to be provided.

The Cherokee Indian Reservation is fundamentally an area distinguished as being rural in character but faces relatively urban-type problems of commercial development and traffic circulation. Typical of vacation areas or communities catering to the touring public is the necessity of providing water, sewer, sanitation, law enforcement and other community services for a small city during the vacation season and having these services only partially utilized during the remainder of the year.

7. Water and Sewer Inventory.

Tribal water and sewer lines currently serve only the built up area of the Qualla Boundary. All other businesses and residences have either wells or springs for water supply and use either septic tanks or "package" treatment plants for sewage. Existing water and sewer lines service a relatively small area which is composed of predominantly commercial, governmental, industrial and a small number of residential uses. Existing water and sewer lines are shown on Maps 10 and 11. Customers of the Cherokee Tribal Water and Sewer Enterprise are not all served by both water and sewer as is indicated below:

Water and Sewer	239 Customers
Water Only	129 Customers
Sewer Only	10 Customers
Total	<u>378</u>

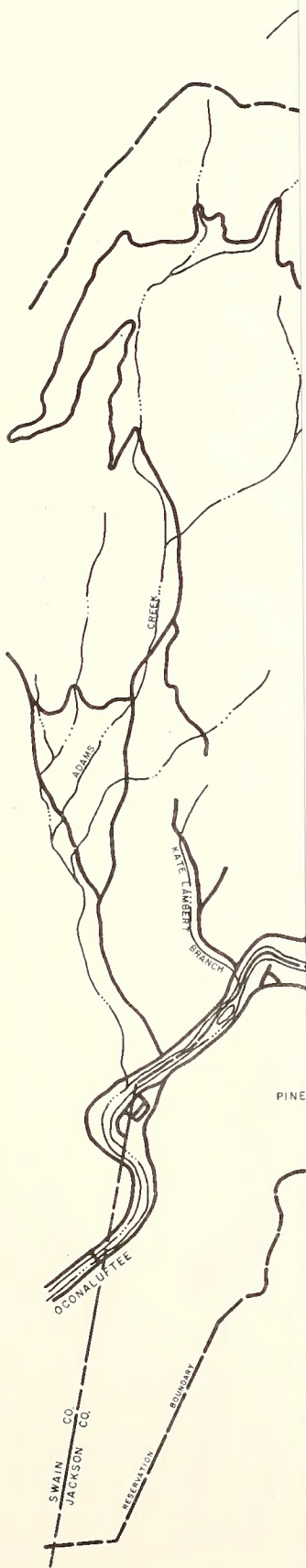
Strip and scattered development have thus far created an economic hardship on the Water and Sewer enterprise due to the low-density of users in relation to the miles of line which must be maintained. The need for expansion of the three water systems and the sewerage system is necessary before further growth can occur in the built up area. During the peak of the tourist season all four systems operate either at or above capacity as shown in the tabulation below.

<u>Water System</u>	<u>Designed Capacity</u>	<u>Producing</u>
Mingus Creek	325 GPM	500 GPM
Soco Well	200 GPM	200 GPM
Pheasant Creek	50 GPM	100 GPM
<u>Sewer System</u>	<u>Capacity</u>	<u>Operating @</u>
(One Plant) (500 GPM Capacity)	.75 MGD	.75 MGD

GPM = Gallons per minute MGD = Million Gallons per Day

The Mingus Creek water system has 380 GPM treated flow the year round and is producing 500 GPM during the tourist season, which is 175 GPM more than the rated capacity. The Soco Well produces 200 GPM at capacity but is running 24 hours a day with all it can produce being used. This well feeds into a 300,000 gallon storage tank that has a depth of 34 feet of water normally. During the fourth of July weekend the water level was only eight feet. The new Pheasant Creek system has a normal capacity of 50 GPM but is producing 100 GPM by being manually operated and being backwashed as much as three times a day, (this system has a high pressure filter).

The Cherokee sewer system has a capacity of 500 GPM or .75 MGD. The system normally runs at approximately .36 MGD but operates at capacity during the middle of the summer and could not accommodate additional hook-ons during this period. A new digester would allow some moderate additional usage for approximately two more years.

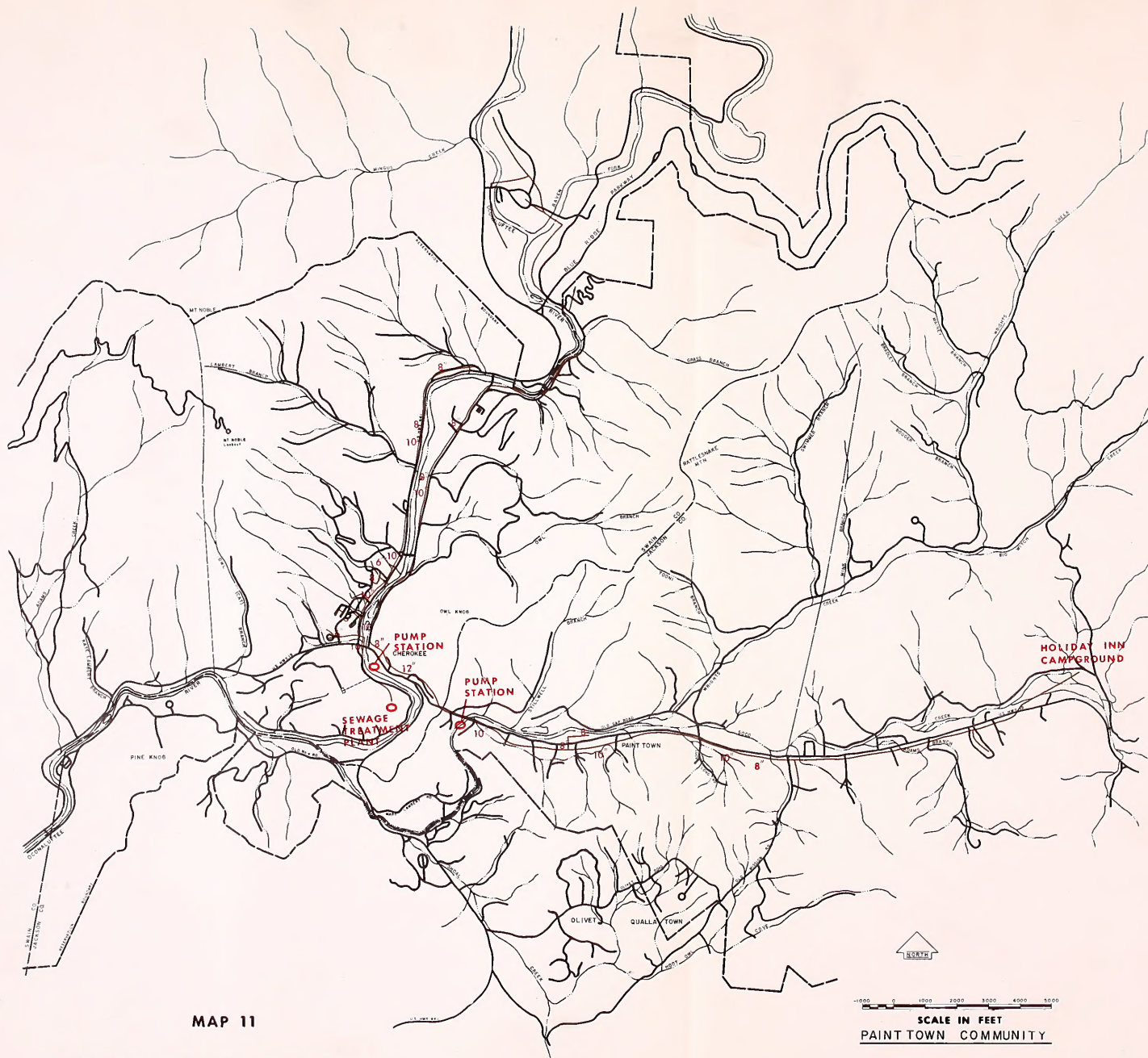


EXISTING

The Cherokee sewer system has a capacity of 500 GPM or .75 MGD. The system normally runs at approximately .36 MGD but operates at capacity during the middle of the summer and could not accommodate additional hook-ons during this period. A new digester would allow some moderate additional usage for approximately two more years.

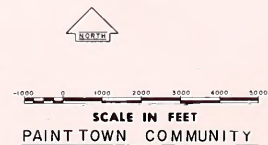


EX



MAP 11

EXISTING SEWER LINES



8. Road Inventory

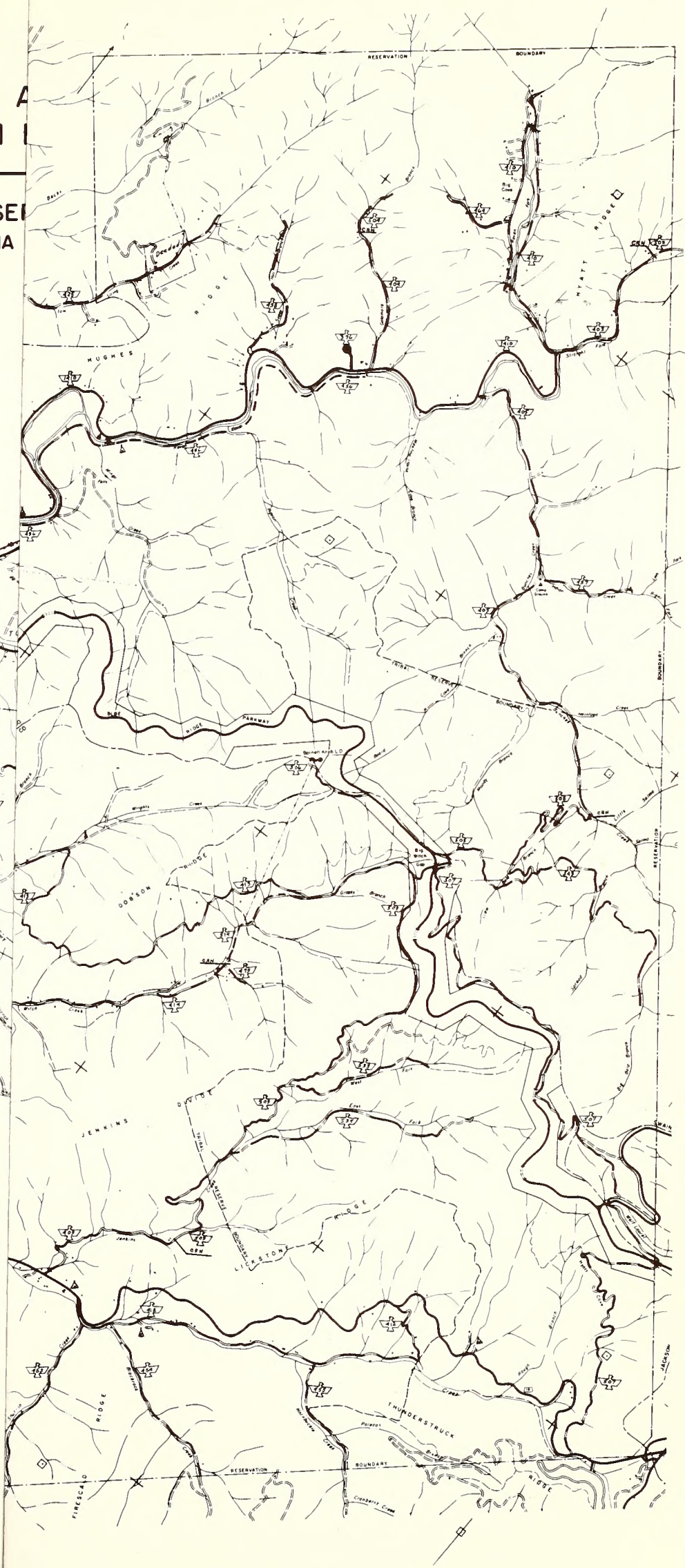
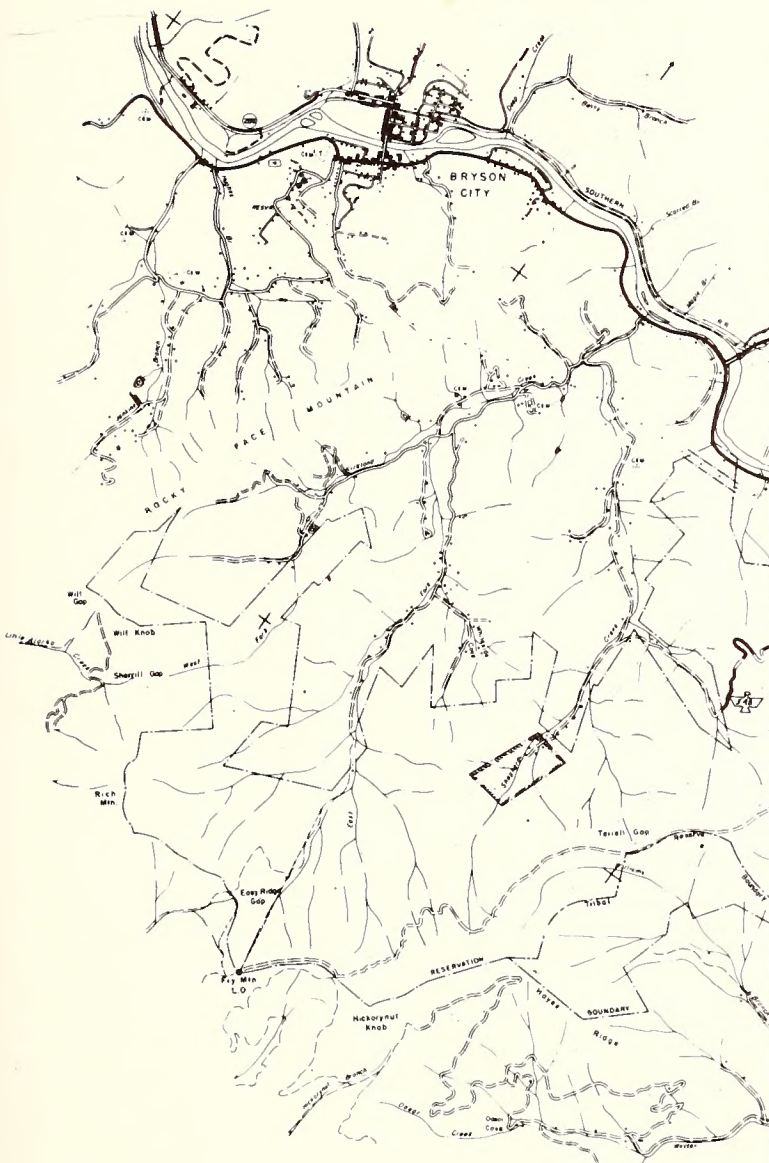
Of the Reservation's 56,573 acres; 2,242 acres are utilized by roads and road right-of-ways, including the 1,320 acre Blue Ridge Parkway. State and federal highways consist of 21.8 miles with 158.55 acres of right-of-way. A separate Bureau of Indian Affairs road system contains 19.0 miles of paved roads containing 138.18 acres of right-of-way and 104.9 miles of unpaved roads with 762.9 acres of right-of-way. Map #12 shows the road system of the Reservation.

A "Thoroughfare Plan for Cherokee, North Carolina" was developed in January, 1974, by the North Carolina Department of Transportation and Highway Safety. The plan was accepted and adopted by the Tribal Council. (See Section 16 of this Chapter.) However, funds are not readily available for construction and it may well be a matter of years before relief of the congested traffic can be expected. In 1970 and 1971, a traffic count on all 36 Bureau of Indian Affairs maintained roads was taken. The results indicate that nearly all of these roads are inadequate as shown below by the average daily traffic county (ADT) on selective dates. According to normal criteria, an average daily traffic count of 100 to 150 is adequate to require paving.

MAP 12

BUREAU OF INDIAN AFFAIRS ROAD SYSTEM

CHEROKEE INDIAN RESERVATION NORTH CAROLINA

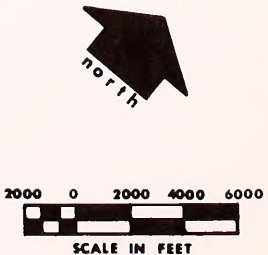


BUREAU OF INDIAN AFFAIRS
ROAD SYSTEM MAP

CHEROKEE INDIAN RESERVATION
NORTH CAROLINA



- LEGEND
- (16) — U.S. ROUTES
 - (16) — N.C. ROUTES
 - (421) — B.I.A. ROUTES
 - CRN — Change in Route Number
 - Paved Road
 - Unpaved Road



<u>Route No.</u>	<u>Route Name</u>	<u>ADT</u>	<u>Date</u>
409	Jenkins Creek	190	6-22-70
412	Soco Creek	340	6-22-70
415	McLean's Store	195	1-28-70
418	Hoot Owl Cove	140	6-23-70
1236	Old #4	709	7 -1-71
403	Straight Fork	113	6-25-70
410	Big Cove Loop	323	5-18-71
405	Bunches Creek	313	6-29-70
404	Galamore Branch	280	6-29-70
456	Sherrill Cove	100	7- 2-70
458	Soggy Hill Creek	234	7- 2-70
1410	Big Cove	4,163	7- 6-70
423	Peavine Church	167	6- 5-70
439	Lambert Branch	180	7- 9-70
427	Owl Branch	240	6-10-70
417	Kate Lambert Branch	200	6-10-70
431	McCoy Branch	110	7-13-70
1045	Goose Creek	443	6-29-71
472	Fisher Branch	84	7-14-70
471	Locust Loop	66	7-14-70
470	Thomas (Wagon Wheel Gap Road)	185	7-20-70
473	Dewitt Owle	115	7-20-70
438	Adams Creek	393	6-29-71
474	Adams Creek Loop	254	7-23-70
477	Mt. Noble Look Out	230	7-23-70
411	Stillwell Branch	280	7-27-70
465	Rubin Taylor	160	7-28-71
463	Standing Deer	335	7-28-71
420	Old Gap	493	7- 1-70
451	Tooni Branch	75	7-31-70
426	Swimmer Branch	161	8- 4-70
414	Big Witch Creek	370	6-15-70
1414	Wrights Creek	1,418	6-24-71
449	Macedonia	150	6-18-70
422	Long Branch	106	6-18-70
408	Washington Creek	214	6-19-70

Of the Bureau of Indian Affairs road system containing 123.9 miles, the 19 miles of paved roads represents only 15 percent paved. All but three of the above roads have an average daily traffic count over the minimum requirement to justify being paved by State of North Carolina standards.

The main highways that run through Cherokee all have an overload of traffic which moves extremely slow, often times coming to a complete stop. In the main part of Cherokee where

U.S. Highway 19 and 441 run together, the average daily traffic count during the summer of 1971 was 18,700. Angle parking in the upper and lower village compounds the traffic congestion and safety hazards due to parked automobiles extending into the traffic lanes and by trying to move into and out of parking places.

There are many ways to assess need to dollars. The Congress of the United States appropriates the dollars to Indian Reservations through the Bureau of Indian Affairs on an equal basis disregarding the fact that there are immense inequalities due to topography. For example; it may take \$100,000 per mile to properly prepare and pave a road on a level, well-drained land where it would require an amount of \$150,000 to \$200,000 per mile in swampy or mountainous areas due to the water elements. Mountainous areas where underground springs burst out and flow continually; such as an area like Cherokee, North Carolina, require much greater amounts of drain tile, increased road bed preparation, and maintenance. Since the responsibility of road preparation and maintenance of Indian Reservations (except for National and State roads) lies within the realms of the Federal government, a pre-empted power, through the Bureau of Indian Affairs, the only means of redress to the problem of totally inadequate roads (particularly for school bus routes) is to the United States Congress.

It appears that the inequality of the poor and impoverished minority group of Indians residing in the rough and mountainous areas of this nation are further impoverished due to the additional

costs of automobile maintenance caused by exceedingly bad roads. A number of new Mutual Help Houses have been constructed on the Cherokee Indian Reservation in the past that are totally inaccessible today because of road conditions.

More important is the need to pick up outlying children and transport them to institutions of learning. Our research and consultation with the Roads Department of the Bureau of Indian Affairs in Cherokee, North Carolina, reveals that the following school bus routes are among the total number of roads that are in desperate need of improvements. Having traveled many of these routes in the peak of summer where the water and mud were ankle-deep, it is difficult to understand how the school buses are able to function during the seasons of bad weather. We are told that many children cannot be transported during adverse weather conditions.

At today's costs with no consideration of inflation to bring the Cherokee Reservation's school bus routes up to standard, we present the following table. This table gives the road number, name of road, cost to improve in thousands of dollars, and the projected average daily traffic in 20 years.

TABLE 40
SCHOOL BUS ROUTES

<u>Road No.</u>	<u>Name of Road</u>	<u>Length</u>	<u>Cost to Improve M#</u>	<u>Projected ADT in 20 Years</u>
403	Straight Fork	0.9	74	233
404	Galamore	0.9	104	363
405	Bunches Creek	1.6	270	512
408	Washington Crk.	0.5	45	482
409	Jenkins Creek	1.2	108	360
410	Big Cove Loop	2.8	252	563
411	Stillwell Branch	0.9	0	615
412	Soco Creek	3.0	465	618
414	Big Witch Creek	2.5	338	606
415	McLeans Store	1.4	168	435
418	Hoot Owl Cove	1.0	90	315
419	Blue Wing Church	2.4	111	360
420	Old Gap	0.7	84	555
422	Long Branch	0.5	45	239
423	Peavine Church	0.7	69	363
425	Tow String	2.0	120	240
426	Swimmer Branch	1.3	111	338
427	Owl Branch	0.8	66	540
437	Mary Lambert Farm	0.5	45	150
438	Adams Creek	2.0	240	795
439	Lambert Branch	0.6	117	405
440	Snowbird School	0.7	84	60
449	Macedonia	2.1	210	488
456	Sherrill Cove	0.5	15	225
458	Soggy Hill Crk.	0.6	36	116
459	Bogger Branch	0.6	36	68
461	Lucy Long	0.3	9	45
463	Standingdeer Rd.	0.1	9	68
464	Skitty Branch	0.6	18	30
470	Thomas Road	0.9	83	75
471	Locust Loop	0.4	30	56
472	Fisher Branch	0.6	48	68
473	Dewitt Owl	0.4	24	260
474	Adams Crk. Loop	0.6	0	45
477	Mt. Noble Road	0.6	54	518
1236	Old No. 4	4.2	545	606
1410	Big Cove	9.1	303	3,000
1413	Wrights Creek	3.7	315	1,599
1445	Goose Creek	2.0	75	1,050
Total on System			4,816	
÷ 20			240	
Total System 56.2 Bus Routes				
Total Paved 20.3 Miles				

9. Signs

As the number and competition of tourist oriented businesses increase, a greater demand for advertising is created. The form of advertising that gives the greatest concern is the placing of sign boards along the highway right-of-way. At the present time the permitting of these signs are controlled by the Resident's Highway Beautification Act, by Bureau of Indian Affairs regulations governing permits, and by Tribal Council Resolution. Council approval of resolution and permit form, designate maximum size of the signs and the annual rental fee to be charged to the permittee. This has been adequate control for use of advertising signs in the past, however, times are changing, and with these changes there is a definite need to revamp the criteria regulating the permitting of advertising signs.

10. Condition of Commercial Buildings.

An inventory of the condition of the commercial buildings was taken in February of 1974; the results of this inventory revealed that 63.60 percent were either new or were of standard condition. In a second category those structures needing minor repair, there was 23.68 percent. A third category of deteriorating structures needing major repair revealed 7.90 percent and in the last category of those buildings that were dilapidated and should be removed there was 4.82 percent. It would be desirable for the Tribal Council to adopt an architectural code requiring native type materials such as stone or logs on the face of all commercial buildings, thereby creating an aesthetic atmosphere with some uniformity.

11. Forest Development.

Within the "Qualla Boundary" and "3200 Acre" Tracts there are 45,930 acres, of which 1,320 acres are withdrawn from use by the Blue Ridge Parkway, 6,630 acres are within what has been designated as Tribal Reserve, and 37,980 acres (83 percent) are apparently in Possessory Holdings. (Map #9 illustrates major forest classifications.)

Of the Tribal Reserve's 6,630 acres, 99 percent (6,550 acres) is forested. Only parts of these forested lands now contain saw timber sized trees in sufficient numbers for any consideration of an early sawlog harvest; 87 percent (5,270 acres) of the Tribal Reserve and 64 percent (20,930 acres) of the Possessory Holdings. On the other areas essentially all of the trees are now too small for any commercial use other than pulpwood or fuel.

The estimated (reconnaissance) total net volume in sawtimber-sized trees of all species on the Tribal Reserve is 27 million board feet and on the Possessory Holdings it is 112 million board feet, for a combined total of 139 million board feet. Not all of this is currently merchantable, however. Species composition is quite mixed, but in each ownership class a little over half the total volume is made up of the most desirable species. The application of existing growth measurements to the reconnaissance inventory develops a total annual growth of 10.4 million board feet on the "Qualla" and "3200 Acre" Tracts of the Reservation; however, until more complete data are available it is believed that 7.5 million board feet would be a more reasonable estimate. Of this, 1.5 million is on Tribal Reserve and 6.0 million is on

the Possessory Holdings. Future growth is subject to cutting practices.

There are good prospects for making the timber resource yield a continuous and substantial income (while being a source of employment) if the Tribe were willing to establish better management objectives and policies, overcome the present land status problem, and obtain the basic information needed to develop an effective plan. The key would be to bring the Tribal Reserve and Possessory Holdings under one unified plan under the Tribal Council's direction that would place all the forest under good management providing for both cutting and growth.

Current timber sales result and the excess plant capacity in the area indicate that the best route for the Tribe to take in developing its forest resource would be to establish a concentration yard for the purchase and sale of logs and other forest products, operating within a general forest management plan for the Cherokee Reservation which would include the 25 tracts in Cherokee County and the 25 tracts in Graham County.

If the Tribe were to establish a Forest Products Enterprise in the future, some of the first steps to be taken would be to determine the land status (individual Possessory Holdings and the Tribal Reserve) boundaries, to make a timber cruise, to lay out a system of logging units, and to make a value appraisal of the forest on each of the land status units. The appraisal would determine the percentages by which income from a logging unit would be distributed among the timber "owners" in the logging unit.

Operating in the knowledge of a forest inventory and market conditions, under the requirements of a forest management plan, the suggested Enterprise would annually decide what timbered areas were to be cut to develop the best income from the timber. The Enterprise would then arrange with contract loggers and haulers to cut and deliver the logs (or other forest products) to the concentration yard. From here the logs would be sold in such a manner (quality upgrading, proper timing, stimulating competition, etc.) as to bring maximum prices. After deductions for logging and hauling costs, yard costs and commissions, the net return would be distributed back to the timber "owners" in the logging unit from which the timber came. Arrangements for advance payments for logs and the purchase of non-Reservation logs would be considered useful.

Although there would be many advantages in a long-term forest management and harvest plan as suggested, the disadvantages need to be expressed. The most important factor would be the initial front end costs, which at current day estimates for land, labor, equipment and etc., would be approximately \$200,000 - an amount that no doubt would require some government subsidizing. A railyard deserves major consideration as it is a necessary requirement for functional success and as there are no rails on the Reservation, it would probably have to be located in the Whittier area. Another potential problem exists with the marketing aspect due to holding timber for more desirable monetary profit. This problem can be eliminated by cooperative or contractual arrangement with the buyers; without some prearranged agreement, experience has shown that buyers will often delay

purchase until normal deterioration of the harvested timber forces sale at lower than profitable rates.

The two industries, Warrior's Woodcrafts and "The Cherokees" are other secondary forest utilization possibilities for expanded use. Another product of the forest available for exploitation under good management is recreational development, of which there are many such opportunities on the Cherokee Reservation. Both income and employment can be produced through recreational type development. The first step, however, should be an inventory of the possibilities, and the second step a coordination of the recreational use with the forest management requirements.

There are a few areas which are shown on Map Number 13 that under optimum conditions should not be logged for at least 20 years:

a. & b. Boundary Tree and Mingo Falls Campground

These both have trails for tourist and camper recreation. The Boundary Tree area probably will have more development along this line in years to come.

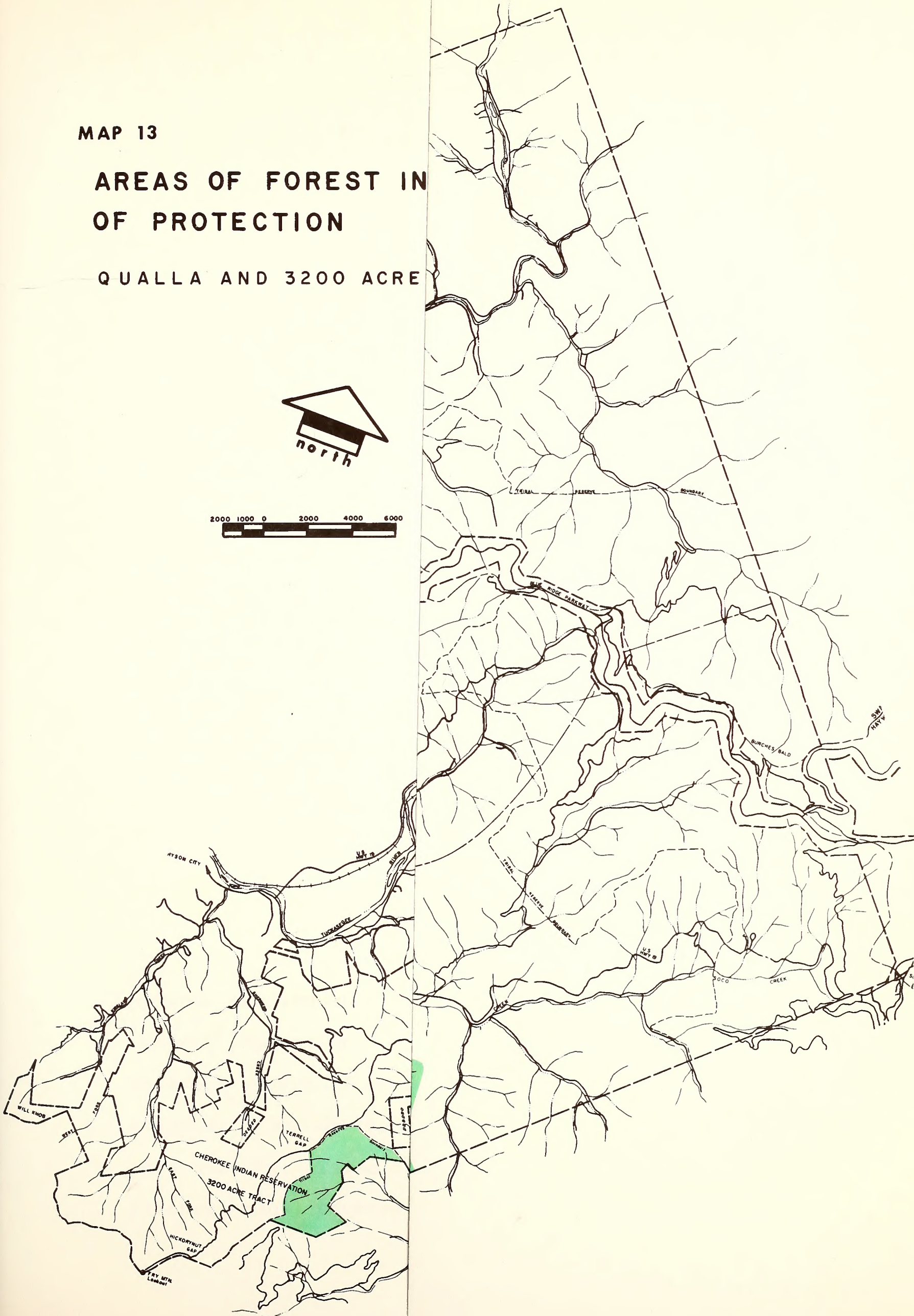
c. Pheasant Creek Watershed

Currently is the Soco area watershed. Logging is going on here now, but when it ceases, the Tribe should obtain possession and close it off to all activities indefinitely.

MAP 13

AREAS OF FOREST IN
OF PROTECTION

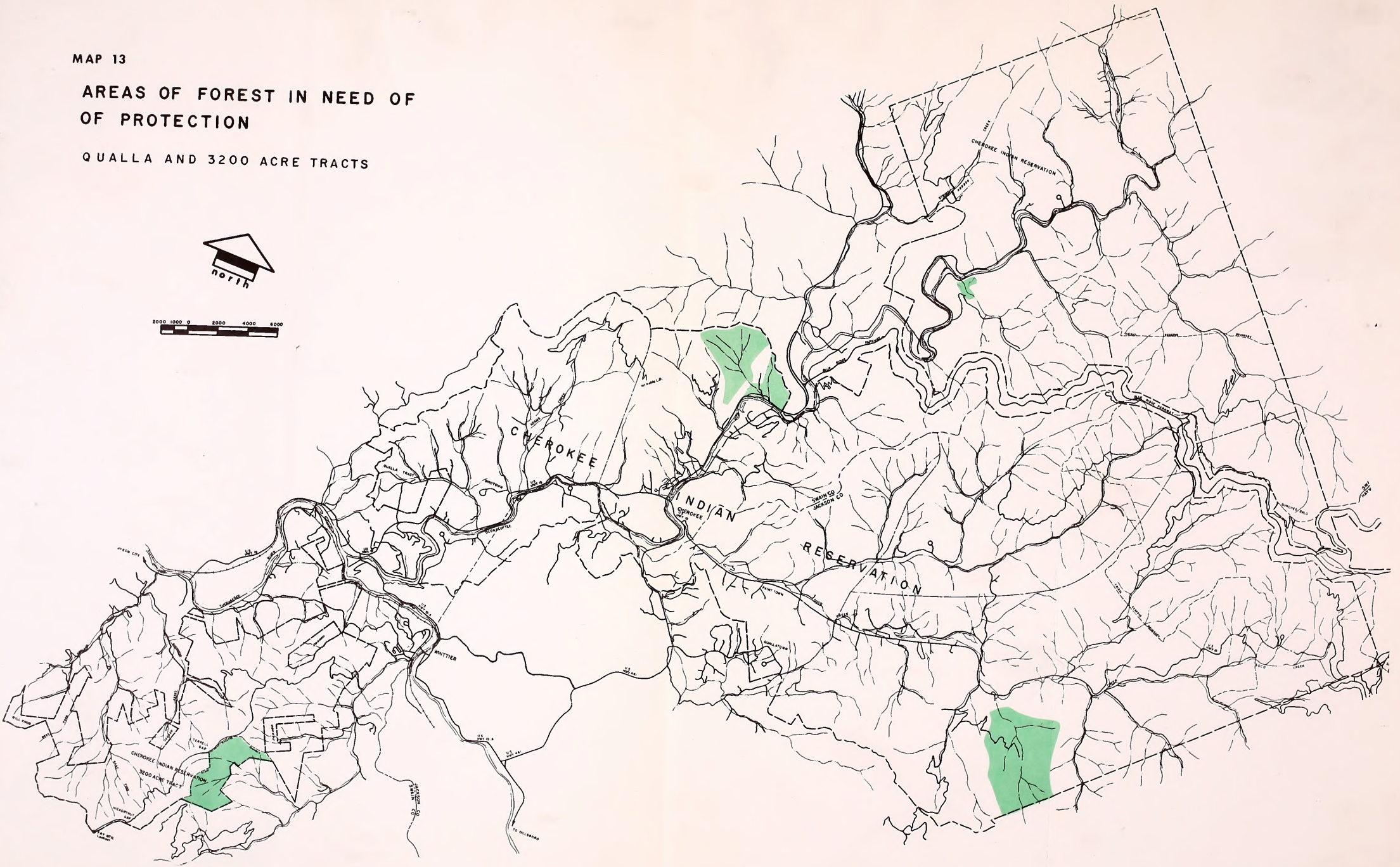
QUALLA AND 3200 ACRE



MAP 13

AREAS OF FOREST IN NEED OF
OF PROTECTION

QUALLA AND 3200 ACRE TRACTS



d. William Cove Tribal Land, "3200 Acre" Tract

This tract was logged about two years ago and since, thinning and cleaning work was done here to make a demonstration unit. It is included in the year restriction group, but it may offer another feasible logging show in less time. Its inaccessibility (at this time) limits potential to a timber producing site.

These four areas are the only ones in need of protection that can be protected at this time. Other areas (road sides, scenic vistas) that appear to warrant consideration, first of all, are not as critical as presumed since the greenery in Cherokee covers logging debris rapidly and a tourist can hardly identify a logged area two years later, and secondly, somewhat of a hassle would probably result if local residents were told "no logging" because of aesthetic reasons. This latter reason might be overcome with a strong Council stand, but the first reason seems sufficient to go ahead on these areas when logging is feasible.

12. Trout Industry Development.

It has been said that our next crisis will be a food crisis. Experts predict that by 1984 we will not be able to feed the world's population. Many believe that mariculture represents an untapped source of production of protein foods and that an increasing share of the world's human protein needs will come from pond culture. These facts point to a tremendous growth in the rainbow trout industry and to many opportunities for those wish-

ing to become involved in the industry.

In order to raise trout there are two main resources needed - water and land. The Cherokee Indian Reservation is an excellent location for a trout production operation because of the high quality and quantity of water which flows through the Reservation.

The following is a brief discussion of the land and water resources and their relationship to a commercial trout production operation at the Cherokee Reservation:

a. The Water Resource

For 52 years, stream flow data has been recorded by the United States Geological Survey and the Tennessee Valley Authority at a gauge site located on the Oconaluftee River in the Birdtown Community. This gauge recorded stream flow for an area of approximately 184 square miles. In 1968 a gauge was built on the Raven Fork River above Cherokee. This gauge recorded stream flow on a 72 square mile area. The areas best suited for a trout production operation in terms of water quality would be those areas which are above "enterprise fishing waters." These areas would not have hatchery fish stocked in them and the chance of the fish obtaining diseases from other stocked fish would be at a minimum.

Based on the water flow data recorded by the Birdtown gauge, it was estimated that 20 percent of the flow came from the Raven Fork River above "enterprise waters." It is also estimated that 20 percent comes from the Straight Fork River. These two rivers provide two of the best areas to locate a production operation.

Flows in the Raven Fork River are as follows:

Raven Fork River Flows, Average Mean, Monthly Flow in CFS
(CFS - Cubic Feet Per Second)

January	114.57	July	66.48
February	140.70	August	59.59
March	146.25	September	42.14
April	120.10	October	40.97
May	83.72	November	56.45
June	65.97	December	92.86

(Flows for the Straight Fork River would be about the same as the above flows).

As a general rule it is possible to raise two pounds of fish per cubic foot of water. At this rate, in order to raise one million pounds of fish 500,000 cubic feet of space would be needed. It would take 3,750,000 gallons to fill this much space. In a hatchery water can be re-used up to three to four times.

In order to raise one million pounds of trout and re-use the water three times - 1,250,000 gallons of water would be required. Then if the water was changed at three times per hour; two changes per hour would require 44.28 CFS of flow; and one change per hour would require 29.52 CFS flow.

From the above figures and the mean monthly flow data it is possible to determine that enough water is available from the Raven Fork and Straight Fork Rivers above "enterprise waters" to grow one million pounds of fish.

b. The Land Resource

The greatest drawback to an intensified trout production program on the Cherokee Indian Reservation is the lack of suitable sites upon which to locate a facility. Most of the level land is located near the streams and is subject to periodic flooding. This same land is also very valuable for other land development uses.

Based upon a figure of two pounds of fish per cubic foot of water, 500,000 cubic feet would be needed to raise one million pounds. Standard raceways are 100 feet long, 8 feet wide and 2 feet deep, or contain about 1,600 cubic feet, making a total of 312 raceways that would be needed or about 5.73 acres for raceways alone. Considering the needed walkways and service roads, about 10 to 15 acres would be necessary.

If a silo culture technique is used, much less land area would be required. This is a new method and additional information should be obtained since it would probably be the best method for the Cherokee Reservation due to the lack of suitable sites.

Because of the lack of any holding and processing plant in the area, a successful trout production operation would require construction of such a facility. A holding and processing plant would require an additional 8 acres making a total of 23 acres minimum to meet the needs of a viable trout industry.

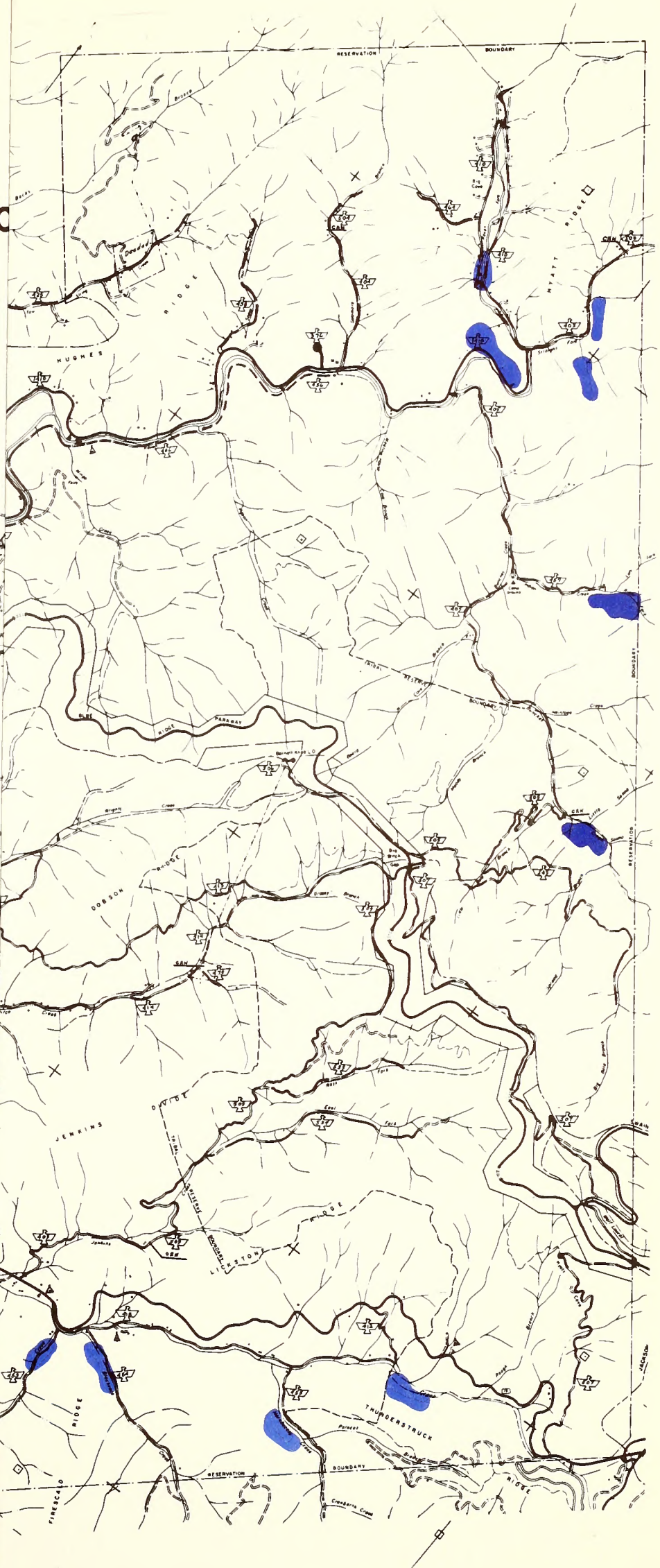
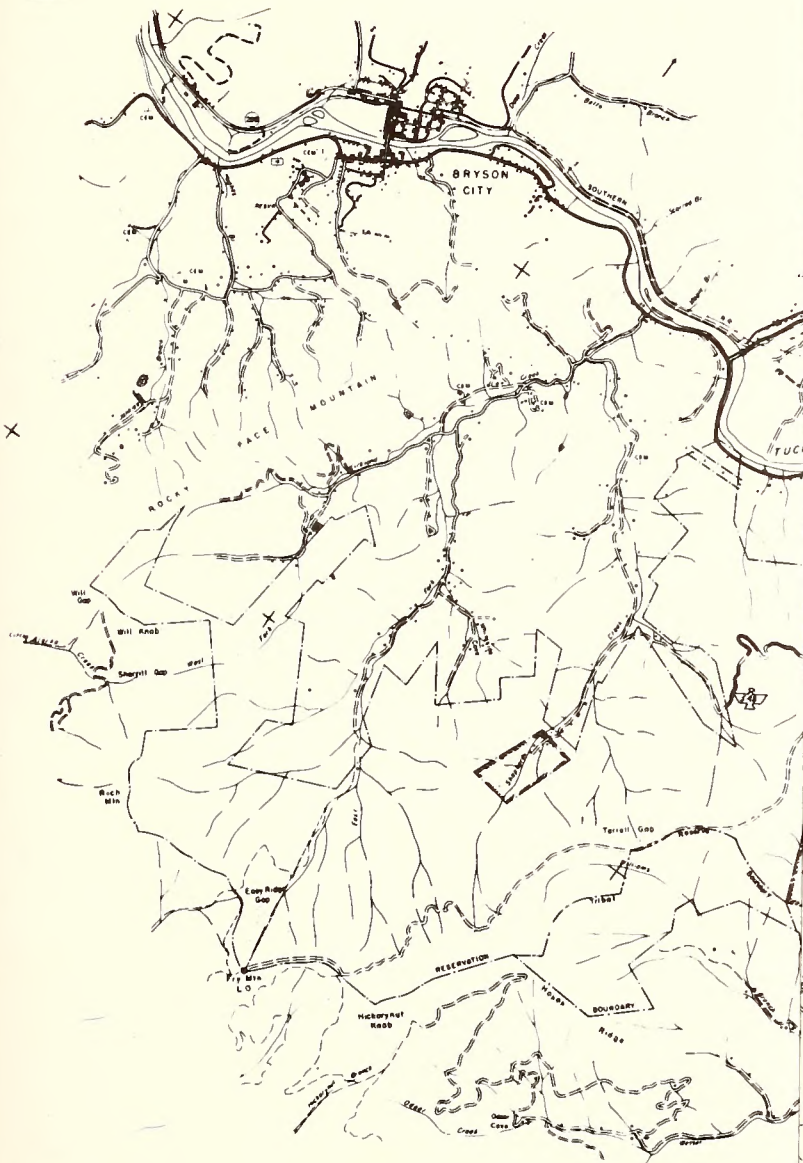
Trout production need not be limited to the previously described areas of the Raven Fork and Straight Fork Rivers. The following map indicates there are 12 major sites shown that should be considered for trout production. There are numerous other minor sites (not shown on the Map) that could be utilized by the underemployed for supplemental incomes. The major sites should be set aside and protected for future trout industry development. (See Map Number 14.)

c. Environmental and Technical Considerations

Physical and chemical parameters important to the productivity of trout streams include temperature, dissolved oxygen, water

MAP 14

TWELVE MAJOR
TROUT PRODU



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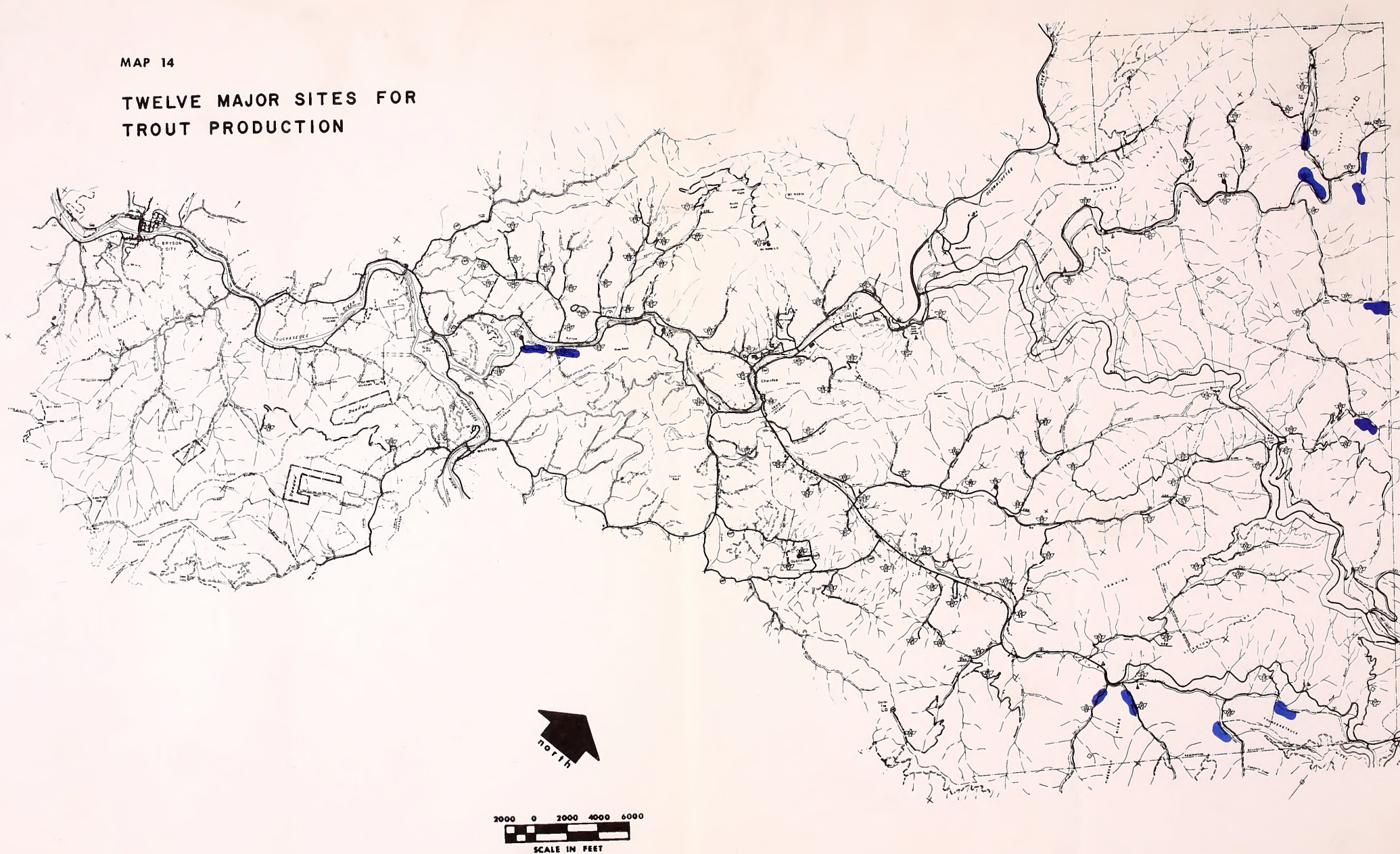
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c. Environmental and Technical Considerations

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TWELVE MAJOR SITES FOR TROUT PRODUCTION



clarity, and substrate characteristics. Temperature is generally the most critical parameter; and maximum weekly average during the summer should not exceed 66°F, with short-term maximums for survival of 73° to 75° for brook and rainbow trout respectively. For optimum production, oxygen should be maintained at natural levels. Potentially severe effects of turbidity and siltation require that every effort be made to keep mineral solids from reaching a watercourse.

High-quality, natural trout streams are characterized by low water temperature, high water transparency, high dissolved oxygen concentrations, and by sufficient accessible areas of clean, unsilted substrate to allow reproduction of native and/or salmonid species.

.Each of the above parameters may be readily altered by perturbations resulting from man's activities; and consequently, trout streams are among the most sensitive ecosystems with which resource managers and regulatory agencies must cope. Among the activities which may seriously disrupt trout streams may be included:

- Mining
- Road Building
- Deforestation
- Channelization
- Dam Construction
- Oxygen-demanding Industrial and Domestic Wastes
- Heated Wastes from Industry
- Turbid Wastes from Industry
- Dredging
- Irrigation

According to the "Rules, Regulations, Classifications and Water Quality Standards Applicable to the Surface Waters of North Carolina," the rivers and streams on the Qualla Boundary

of the Cherokee Indian Reservation come under Class "C" waters with the following limitations:

1. Best Usage of Waters: Fishing, boating, wading, and any other usage except for bathing or as a source of water supply for drinking, culinary or food-processing purposes.
2. Conditions Related to Best Usage: The waters will be suitable for fish and wildlife propagation. Also, suitable for boating, wading, and other uses requiring waters of lower quality.

Quality Standards Applicable to Class C Waters:

<u>Items</u>	<u>Specifications</u>
a. Floating solids; settleable solids; sludge deposits.	Only such amounts attributable to sewage, industrial wastes or other wastes as will not, after reasonable opportunity for dilution and mixture of same with the receiving waters, make the waters unsafe or unsuitable for fish and wildlife, or impair the waters for any other best usage established for this class.
b. pH.	Shall be normal for the waters in the area, which generally shall range between 6.0 and 8.5, except that swamp waters may have a low of 4.3.
c. Dissolved oxygen.	<u>Not less than 6.0 mg/l for natural trout waters; 5.0 mg/l for put-and-take trout waters;</u> not less than a daily average of 5.0 mg/l with a minimum of not less than 4.0 mg/l for non-trout waters, except that swamp waters may have lower values if caused by natural conditions.
d. Toxic wastes; oils, deleterious substances; colored or other wastes.	Only such amounts, whether along or in combination with other substances or wastes as will not render the waters injurious

to fish and wildlife or adversely affect the palatability of same, or impair the waters for any other best usage established for this class.

e. Organisms of coliform group.

Fecal coliforms not to exceed a log mean of 1,000/100 ml (MPN or MF count) based upon at least five consecutive samples examined during any 30-day period; nor exceed 2,000/100 ml in more than 20% of the samples examined during such period. (Not applicable during or immediately following periods of rainfall.)

f. Temperature

Not to exceed 5°F. above the natural water temperature, and in no case to exceed 84°F for mountain and upper piedmont waters and 90°F for lower piedmont and coastal plain waters. The temperature of natural trout waters shall not be significantly increased due to the discharge of heated liquids and shall not exceed 68°F; however, the temperature of put-and-take trout waters may be increased by as much as 3°F but the maximum may not exceed 70°F.

According to the Development Document for Proposed Effluent Limitations Guidelines and New Source Performance Standards for Fish Hatcheries and Farms by the United States Environmental Protection Agency, guidelines have been developed which divide the fish hatcheries and farming industries into three basic categories, and propose effluent limitations for compliance with the July 1, 1977, "Best Practicable Control Technology Currently Available (BPCTCA)" requirements and the July 1, 1983, "Best Available Technology Economically Achievable (BATEA)" requirements.

The development document proposes the following levels of pollution abatement:

1. Native Fish Flow-Thru Culturing Systems

- a. BPCTCA - Vacuum cleaning of culturing units or sedimentation of their cleaning waste flow.
- b. BATEA - Sedimentation of entire waste flow with sludge removal.

2. Native Fish Pond Culturing Systems

- a. BPCTCA - Settleable solids reduction through controlled discharge of pond draining waters.
- b. BATEA - Settleable solids reduction through controlled discharge of pond draining waters.

3. Non-Native Fish Culturing Systems

- a. BPCTCA - Land disposal with no discharge of pollutants to surface waters.

New source performance standards for all three categories are the same as the 1983 BATEA requirements.

Review of the development document by the Water Quality Division (EPA) brought forth only one comment which raised the question as to whether or not the 1983 requirements for the native fish flow-thru culturing systems should require sedimentation of the entire flow. Because of the small concentration of pollutants present in the water except during the cleaning period, it is questioned whether or not the cost represented by this requirement is justified in terms of the pollution abatement achieved.

13. Cemetery Development.

The most nearly permanent land use is that use for interment

of the dead. Permanence of the cemetery as a land use makes decisions regarding it unusually important. A building can be expected to outlive its usefulness in two or three generations and if there is a civic necessity for the removal of a building, the procedure is comparatively simple, although the cost may be high. This is not true of a cemetery. Not only will the cost be excessive, but legal obstacles can very well make removal impossible. As a general rule, the land of a cemetery is reused for this or another purpose about every 300 years.

If the policy of "perpetual care" were followed far enough, we should eventually use all our land for the interment of the dead and have no land left for the living. While this is not likely to come about, we have already reached the point at which distribution of land between the living and the dead is a serious problem.

Cherokees today, practice the Christian form of funeral service and interment but in times past, in each town there was one man appointed to bury the dead. This man came to the house of the deceased and buried the corpse. The most ancient custom was to bury the corpse in the house directly beneath the place where the person died, except in the case of a distinguished chief, and in this case he was buried under the seat that he occupied in the council house. When the corpse was not buried in the house, the undertaker took the body and carried it himself to the place of interment, followed by the relations. Sometimes the corpse was

laid by the side of a huge rock, covered over, and then stones heaped on. Sometimes a grave was dug in the earth. Frequently the whole of the clothing of the deceased was buried with the corpse. The introduction of the modern house with floors has led to the practice of burying the dead in family cemeteries, each family having their own. A family cemetery is usually located on a high place behind the house. Most family cemeteries are located on such rough and steep terrain as to cause great difficulty in carrying the casket to the grave.

For an example to give some idea as to the number of family cemeteries on the Reservation, we have taken the Painttown Community Map and located those family cemeteries that are readily known. There are at least 23 in this community alone, (Map Number 18). On the whole of the Reservation, there exists only one cemetery that could be considered public and it is located in the Birdtown Community. Because the family cemeteries are located on possessory holdings, present no health or other adverse conditions and are usually on such rough or steep terrain that the land is unsuitable for other uses; we will primarily direct our planning efforts to the one public cemetery in Birdtown and possible alternatives.

Is a cemetery needed at all? Considering that there are at a minimum 100 family cemeteries and if each one consisted of 1/10 of an acre and they were all half full, then there would be five acres available for future burials. At the rate of 620 burials per acre, this five acres would accommodate 3,100 deaths. Considering the current annual North Carolina death rate of 15.7 per 1,000 - then from the year 1976 through 2020, the Eastern Band of Cherokee Indians will need to provide space for 5,647

WATER IN



OCONA

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JACKSON
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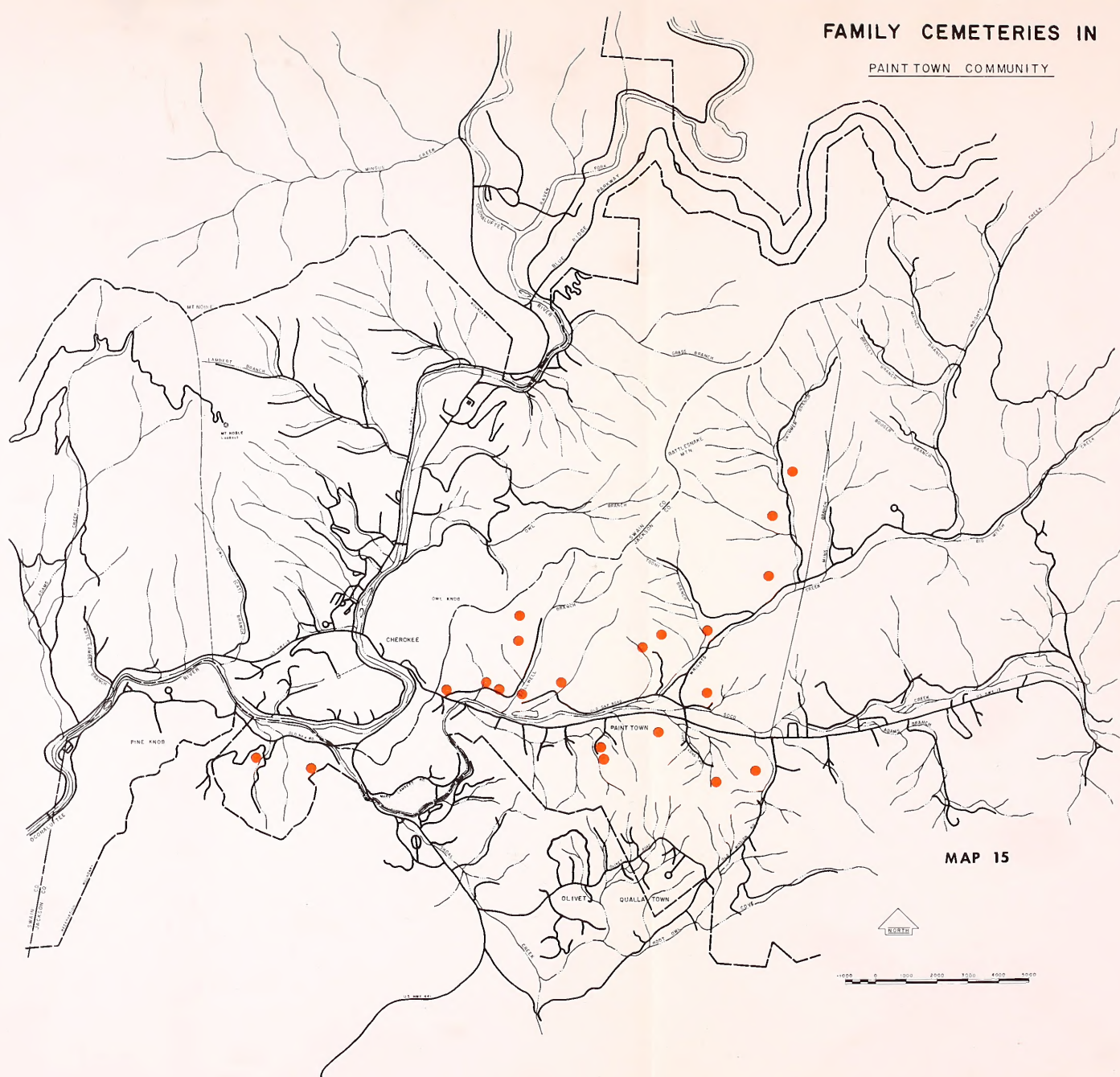
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FAMILY CEMETERIES IN

PAINT TOWN COMMUNITY



burials or space totaling 9.11 acres. If family cemeteries accommodate 3,100 burials (5 acres) then planning should be accomplished for 2,547 burials which would require 4.11 acres. Within the metes and bounds of the Birdtown cemetery there is about one to two acres which is nearly full. The adjoining land would be ideal for expansion but appears to be issued in possessory holdings. The Tribe would first have to negotiate with the possessory holders for additional land before expansion could occur. We have not been successful in discovering any other areas that would be suitable for a cemetery, where access is adequately provided and where the threat of vandalism would not be present. Land shortage and the intensified demands on the usable land of the Reservation causes us to look at the possibilities of a multiple use cemetery.

Active Recreation

Bicycling - At the present time, there are no areas on the Reservation suitable for or set aside to be used by the bicycle enthusiast. The highways and roads are overly congested with narrow shoulders that have but a minimal area for pedestrians and provide no room for bicycle paths, (or even sidewalks in many areas). A memorial park set aside in a wooded area with bicycle paths could serve a dual function of compatible uses. Bicycling would be safe and by following the trend of the more aesthetically pleasing memorial concept, where markers are set flush to the ground, also makes for more pleasant views for bikers. In the case with the Cherokees with their rich culture and background,

a short story about each person interred that was mounted on nearby trees or rocks would serve even another purpose; that of preserving history for future generations and for the interested visitors to Cherokee.

Fishing, Swimming and Ice Skating - A number of cemeteries, especially the newer memorial parks, are constructed with small lakes or lagoons. While traditionalists might want to reserve these as focal points for reflection and contemplation, some of the more progressive cemeteries are allowing various recreation activities to take place.

A trout pond in Cherokee would serve a similar type multiple use but should be planned along the memorial park theme.

Baseball, Football and Related Sports - Many old cemeteries have had the markers removed and the areas are now being used as fields for active sports in many cities of the country. While the removal of markers would not be accepted with the Cherokees, the grassy areas around the athletic fields would be excellent for memorial burials, particularly for those who at one time in their life excelled in sports or who contributed exceedingly to an athletic program.

Golf Courses - The maintenance considerations are about the same for golf courses and cemeteries. Since there would be no additional expense to maintain areas used for cemeteries or memorial parks, it would seem most practical to utilize the side areas and wooded portions of a golf course for memorial park purposes. Proper design and regulations would eliminate any intrusion of one use into another. Because a golf course requires such a large amount of land, this type multiple use is highly recommended.

Passive Recreation

Historic Attractions-The potential to combine historic preservation and cemeteries is almost unlimited. In some cases, entire cemeteries become historic and tourist attractions. There are a number of reported innovations in historical attractions, Crown Hill Cemetery in Indianapolis has special pavement stripping to help visitors tour the grounds and see the graves and memorials of Indian governors and former U.S. Presidents.

The emergence of the memorial park design, which often features some central display or memorial surrounded by a number of grave markers flush with the ground, has opened the door for historical emphasis in cemeteries, whereas in older cemeteries historical objects and features may become lost in a maze of cumbersome individual and family grave monuments.

Arboretums, Tree Nurseries, Nature Trails and Botanical Gardens - Special arrangements of traditional monuments and plantings plus several small lakes draw many visitors to picturesque old cemeteries. There are a number of old cemeteries which have instituted a marking program for tree shrubs, and plantings, enabling visitors, garden clubs, school children and others to spot various species. Some cemeteries distribute pamphlets describing the trees, plants and wildlife found on their grounds to help visitors identify and enjoy these attractions.

Problems to avoid with cemeteries:

1. Excessive number of monuments, poorly placed, poorly maintained and poorly designed.

2. Excessive roadways and alleys with varying widths and surfacing.
3. Poor maintenance of graves and lawns, and sunken graves.
4. Hodge-podge of landscaping and planting because of lack of plan and central control.
5. Poor and inefficient lot layout and design.
6. Abandoned lots and under-utilized lots.
7. Lack of maps and burial records.
8. Lack of or poor administration.

Distribution of Land Use in a Typical Cemetery:

Roads	-	10 to 15 percent
Paths	-	10 to 12 percent
Lakes	-	3 percent
Lots	-	10 to 77 percent

14. Housing Development.

Research into the factors of the Eastern Band of Cherokee Indians that relate to the planning program reveals the present land shortage to be the most severe of all problems. It is a problem that will increase with dynamic intensity with the years to come.

The Eastern Band of Cherokee Indians has a total of 56,572.80 acres of which 49,784 acres (or 88 percent) is in forest (land unfit for other general purposes) leaving only 6,789 usable acres for homes, business, roads, schools, farms and etc. About half the usable acreage (3,063 acres) is currently used for roads, businesses, industry, government, social and cultural, recreation, utilities and landfill, churches and agriculture. Of residential

land uses, both possessory and leased, there is approximately 1,857 acres currently being used, leaving 1,869 acres for future development in all the categories listed above. Most of this "vacant" land is in the valley areas and can be expected to develop into commercial and other non-residential land uses if the present trend toward a tourism economy continues, leaving little if any room at all for housing. We can even expect much of the present valley residences to relocate to higher ground as the value of the flat land climbs with new demands for business to accommodate the touring public.

There is presently about 5,550 enrolled Cherokees living on the Reservation with an additional 450 to 500 Non-Indians and Indians from other tribes which amounts to a total of approximately 6,009 residents. Considering the average number of occupants for all American households to be 3.2 we can see that Cherokee should have a housing count of 1,875 when in reality there are only 1,263 indicating a shortage of 612 housing units.

In 1960, the Bureau of Indian Affairs conducted a housing study which reflected a fact that over 95% of the houses at that time were either deteriorating or dilapidated. Since the time of this survey, the Eastern Band of Cherokee Indians, through the Qualla Housing Authority initiated a housing program with the U.S. Department of Housing and Urban Development. This massive housing program has accomplished to date:

36 low cost rental housing units are completed

277 mutual help homes have been completed

200 mutual help homes are under construction

175 mutual help homes have been applied for

25 units for the elderly have been approved by (HUD)

65 units for middle income rental have been applied for
(HUD-236)

778 total units

Another contributor to the housing accommodations in Cherokee is the influx of mobile homes of which there are 244 - this number represents 19 percent of all housing units which is a very high ratio compared to the national figure whereby mobile homes make up 3 percent of the total housing supply.

Although the Cherokees, along with the help of HUD, have done much toward satisfying their housing needs, pressure will continue for additional units for a long time to come.

Overcrowding is a condition that exists in Cherokee and contributes to the housing problems. Since this is a major negative element that needs to be eliminated, instead of using the current Cherokee occupancy rate of 4.2, to forecast the housing needs, we will use the figure of 3.2 which is the average number of occupants for all American households.

According to population projections from 1970 to the year 2020, the Eastern Band of Cherokee Indians will need to provide an amount of 47 housing units per year to accommodate the population increase. This amounts to 469 units every 10 years which if further broken down by County:

<u>County</u>	<u>Number of houses needed every 10 years till the year 2020</u>
Cherokee	9
Graham	38
Jackson	178
Swain	<u>244</u>
Total	469

This means that between the years 1975 and 2020, in order to accommodate the growing population on the Reservation 2,111

housing units will need to be constructed. If the housing shortage of today (612 units) were added to this total, the amount would rise to 2,723.

Considering now, the number of acres needed to accommodate the housing supply, we first must look at the mode of Cherokee life which is in essence a land base society that lives close to nature and natural amenities. It is currently unthinkable to stack the living Cherokees in such things as high-rise apartments; each family looks for space to live and grow a garden--an assumed, inherent right. However, the space we are speaking of is rapidly being consumed in business related land uses. Minimum requirements of land space by Cherokee standards for each housing unit is one acre. This is supported by being the same minimum requirement of acreage for each mutual-help house. At the rate of a minimum of one acre for each housing unit 1,875 acres are required for present day needs and 2,111 additional acres will be needed for housing from 1975 to the year 2020, making a total of 3,986 acres.

The 2,831 enrolled Eastern Cherokee Indians residing off the Reservation must not be overlooked, as this group has every right to return to the Reservation and establish residence thereon. Not only is this a possibility but has materialized into an actual trend, increasing in numbers each year. We have accounted for a portion of the "returnees" in the population projections (Table #22) where an in-migration factor was built in to cover not only this element but other factors which are described in Chapter 3.

Population density for the total Reservation area is presently 68.18 per square mile. By the year 2020 it is expected to reach 145.8 which if compared to North Carolina's most populous area, Mecklenburg County which has a density of 653.3 per square mile, assures some freedom in the Cherokee life style, but not without many constraints. The population density of the total United States is a present comparative rate of 57.5 per square mile.

The question proposed for solution is, "where and how to locate Cherokee's housing needs?" We requested of the Bureau of Indian Affairs through the following persons for technical assistance in answering these questions:

Jeff Muskrat, Superintendent
John Gloyne, Forestry Technician
Fred N. Brown, Supervisory Soil Conservationist
A. Ronald Thurman, Housing Development Officer
James Doyle Maxwell, Supervisory Highway Engineer
Mollie G. Blankenship, Realty Officer

The conclusions of this group were that there existed some locations on Tribal Reserve that would be suitable for housing development if access roads were constructed. These areas are shown on Map Number 15 and for the purpose of identification will be called:

1. Rough Branch Tract
2. East Fork of Jenkins Creek Tract
3. West Fork of Jenkins Creek - North Tract
4. West Fork of Jenkins Creek - South Tract
5. Pigeon Creek Tract

A very rough visual estimate is that these five areas would accommodate approximately 400 to 500 housing sites figured at approximately 1.67 acres each. Due to the adverse terrain of these areas, a larger acreage per home would be required than the estimated one acre on flat land. Even then, the terraced



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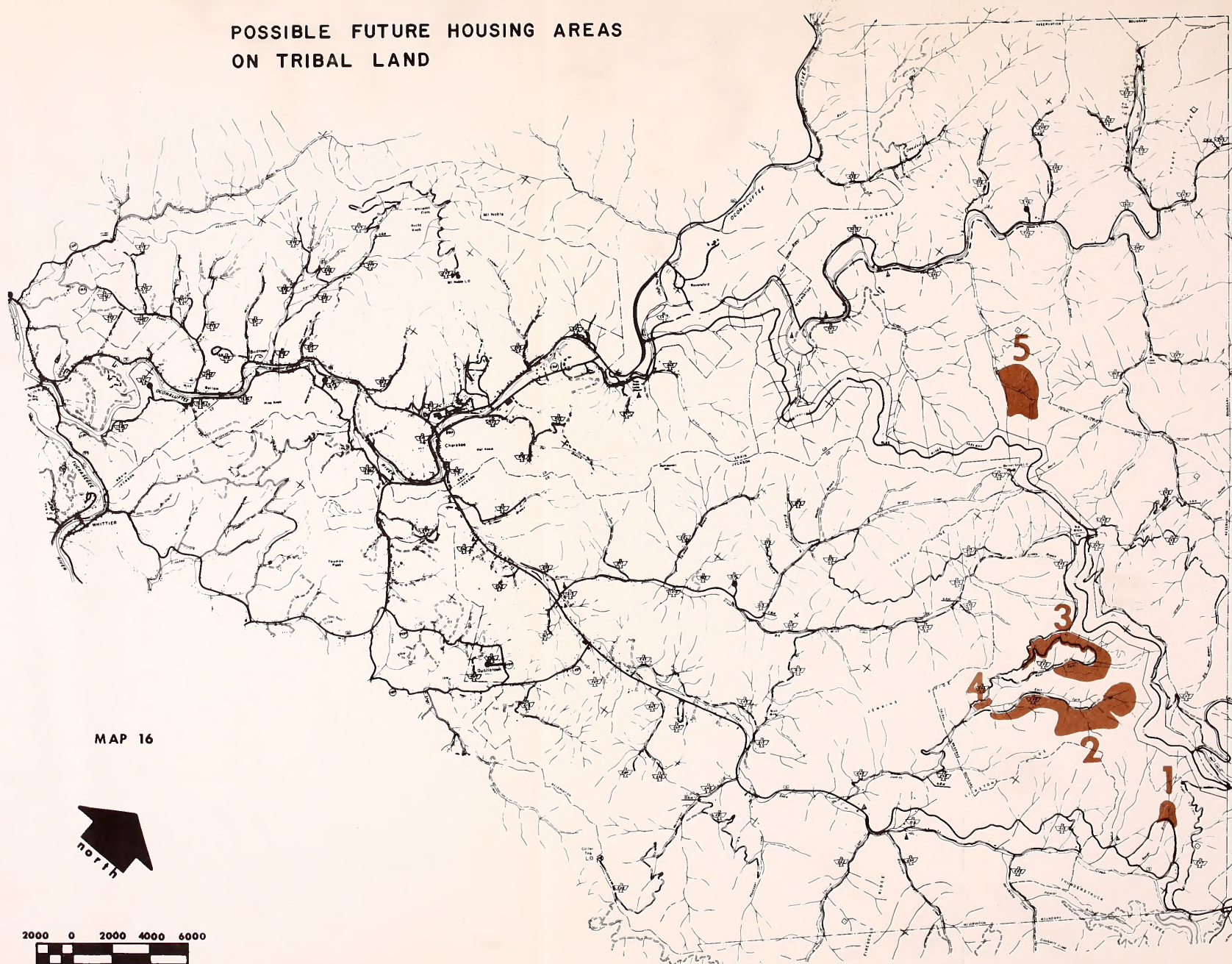
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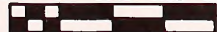
POSSIBLE FUTURE HOUSING AREAS
ON TRIBAL LAND



MAP 16



2000 0 2000 4000 6000



SCALE IN FEET

garden technique would have to be applied in many areas. The largest drawback in opening up new areas for housing is the high cost of road construction; approximately \$150,000 per mile. While this first appears out of line, when considering the characteristic step terrain of the Qualla Boundary; requiring drain tile in large amounts; greater than normal expense in road-bed preparation; and finally the pavement, all added to the rising costs of material and labor - by the time these areas are opened up, the estimated \$150,000 per mile for a 20' wide road will be grossly inadequate.

These five areas are all sufficiently served by natural springs that flow year-round with cool, clear and pure water. While the sewage treatment lines cannot economically be extended to these out-lying areas, the use of a central sewage facility in the form of a large septic tank has worked efficiently in other sub-division type developments on the Reservation. Another alternative would be a package plant facility. There are a few of these plants being used in Cherokee now - one serves a campground and two others serve a motel complex each. Cost and maintenance though may prove to be more than the system would warrant without a huge number of users. We know from experience, however, that the central septic tank system is not only feasible but is also economical and avoids water supply contamination from drain field seepage, the latter being installed at a lower altitude than the various water supplies. This type of problem is difficult to avoid when there is a high density on mountain terrain and each resident has his own septic tank and drain field.

Much needs to be done in the revision of site plans and house plans. To mention one problem occurring with the mutual-help houses, car ports are often built where it is impossible to get a car in them. Planners at a drawing board assume all land is flat and therefore it matters not which side of the house the garage or car port is drawn. In reality, house seats in Cherokee are literally carved out of a mountainside with usually just enough room to fit the house on the site and only one means of ingress and egress; the driveway also being carved out of the mountain with no room to spare. Consequently, if the car port is put on the opposite side of the house from the access road it is utterly impossible for it to be used for its intended purpose.

House plans need to be redesigned to be blocked up instead of bull dozing out the house seats. A longer, narrower house set up on steel, concrete or treated timber pilings with the basement and/or garage underneath would greatly facilitate the suitability of house to terrain.

A recently recognized housing need with special requirements is housing for the senior citizens. We have, therefore, included the following checklist for the purpose of aiding those with the responsibility of choosing possible sites for housing units to serve this age group:

Housing for the Elderly Checklist

Basic Psychological and Sociological Principles:

1. People in this age group usually do not want to break their ties with family and neighborhood and be placed in new and foreign environment.

2. They need activities, not merely hobbies, and they want to participate in community functions.
3. The objectives, programs and physical facilities for the housing of the aged should encourage and support the continuance of earlier patterns of living, daily routines, personal care habits, social contacts and recreational activities.
4. An important objective is to maintain independent living as long as possible.

Need for Greater Number of Housing Units for the Elderly:

1. The life-span of mankind has increased through advances in medical science; thus the proportion of older people in the population has increased.
2. With the passing of the three-generation household, more elderly persons are living by themselves and therefore require separate housing accommodations.

Neighborhood and Site:

1. It should be basically residential.
2. It should possess the normal range of community facilities.
3. Have convenient public transportation.
4. Be removed from particularly objectionable land uses.
5. To the aged person, the ideal neighborhood is often the one in which he has lived most of his life.
6. Selection of a particular site should give consideration to old established neighborhoods where many of the aged are likely to be living and have their roots.
7. The topography should be as level as possible to minimize the need for steep walks, ramps, or stairs. Relatively level sites encourage walking - a highly desirable exercise.

8. The site should not be bounded on all sides by major traffic arteries. It should be possible to go shopping without having to cross a major street.
9. Essential commercial facilities should be close at hand and easily accessible - grocery stores, laundromats, post office, dry goods stores, and the like.
10. Basic community facilities such as churches, libraries, health services, and recreation facilities should also be close at hand. A half-mile is the maximum walking radius of many aged persons.
11. Transportation should be immediately available at the site, since many of the services that the aged require, such as medical attention, will in all likelihood be located elsewhere. Transportation is also important for obtaining part-time work, visitors, relatives or friends, and generally for maintaining a spirit of self-sufficiency.
12. The site should not be immediately adjacent to a school building or a children's playground, or an active recreation area used by teenagers or adults.
13. The site should be large enough to permit the development of adequate outdoor areas for both active and passive recreation.
14. Consideration should be given to possible changes in the over-all land use pattern, in terms of probable trends and projected plans.

15. Recreation Development.

Recreation is the process whereby people renew and refresh themselves by pleasant activities, amusements, and entertainments both physical and mental. For the well-being of a civilized society, recreation is essential and therefore one of the functions of planned development for any local entity.

One might think that in this country where the suburbs are characterized by low-density and great areas of wide open space for family outings and hobbies that the demands for outdoor recreation outside the home would be substantially reduced. On the contrary, American households show a much larger rate of participation in most active forms of recreation outside the home entirely, reflecting the combined operation of such factors as higher incomes, higher personal mobility, and higher educational levels. In addition, suburbanites as a whole are more active in active recreation than either central city or rural people.

Outdoor recreation activities fit into three general categories that depend upon when and how they can be used:

1. Nearby parks and playfields, primarily for use during daily leisure or for simple weekend activity. A playground for small children must usually be within a half-mile of where they live; other kinds can be farther, but all must be within a fairly close radius. The tracts of land are small - a few acres or less.
2. Areas suitable for day-long or weekend outings. Most of these areas should be within several hours traveling time. Outdoor recreation activities in this group

should be located on the most attractive sites and preferably near some type of water body. Tracts of land should be larger (several hundred acres) and encourage mass recreation with a wide variety.

3. Outdoor recreation suitable for a vacation where more time can be spent in travel and preferably to an area where the travel itself is enjoyable enough to become a major part of the recreation. Some visitors to national parks travel as much as 2,000 miles or more one way just to visit the national parks. The most important characteristic of this type of outdoor recreation area is its natural features such as the mountains, ocean, lakes, etc. These tracts of land need to be very large (thousands or million of acres).

Total visits to outdoor recreation areas have been increasing annually at the rate of 8 to 10 percent with no indications of slowing down.

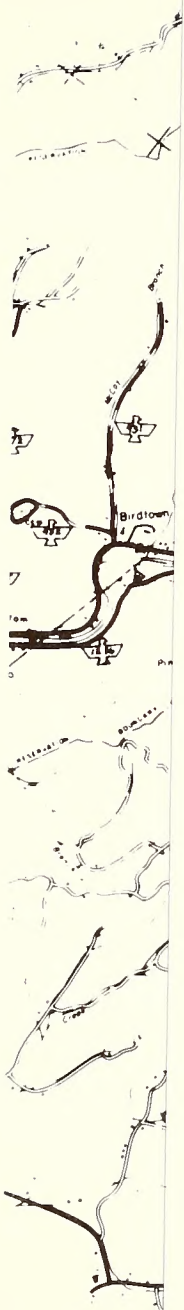
Recreation on the Cherokee Indian Reservation must be developed to serve all three of the outdoor recreation groups described above and of equal importance, must serve many of the passive recreation needs of the same three groups. While Cherokee is in the heart of a major recreation, tourism and resort area, the Eastern Band of Cherokee Indians are not realizing their full share of the recreational revenue available in the area and Tribal members complain of "nothing to do."

The only recent bona fide research into the recreation needs of the local residents and the touring public was conducted by

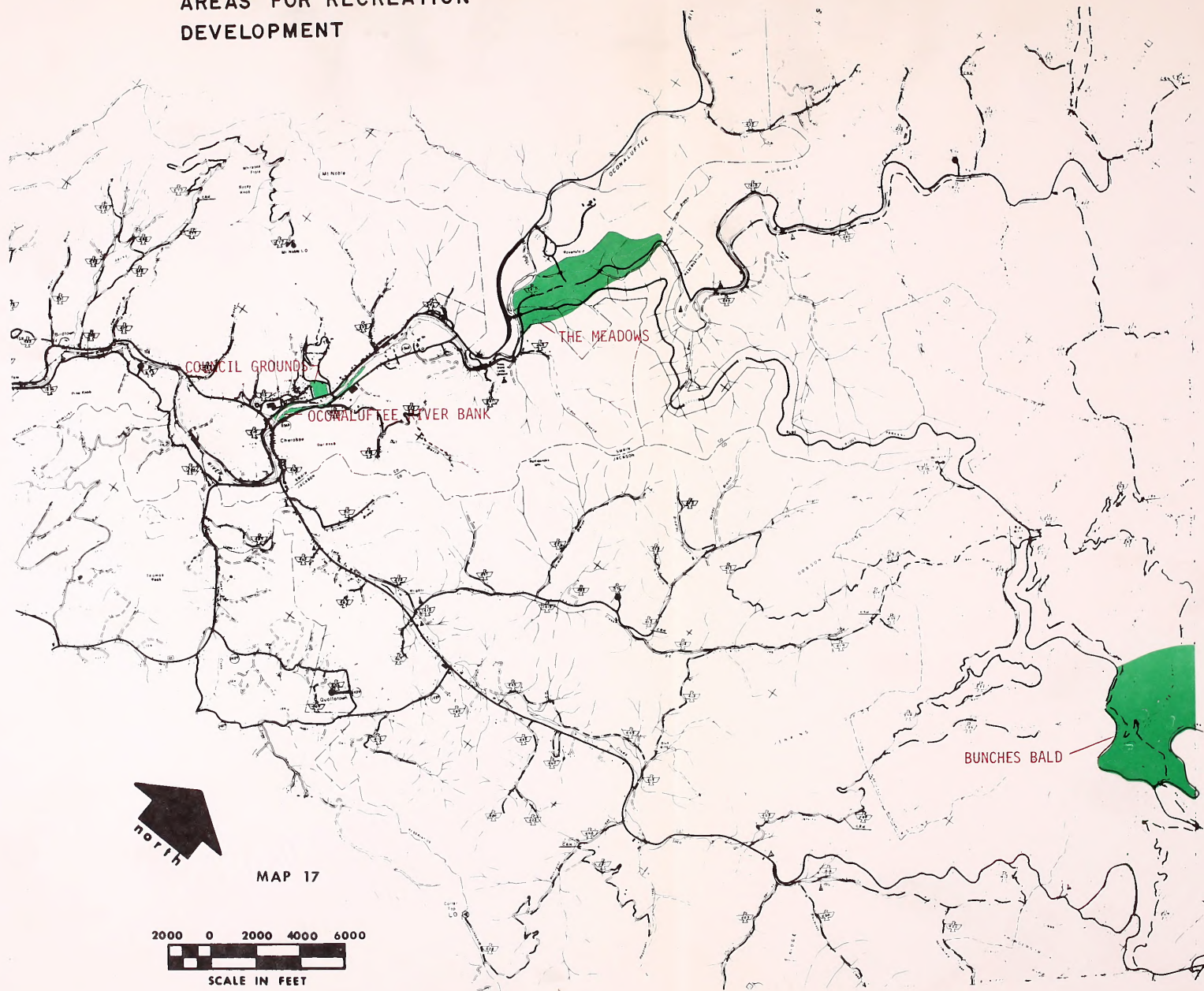
Marguerite Merritt, a student intern attending Western Carolina University, who conducted a "Retail Market Survey" during the summer of 1973. Her findings were presented in a report form which we feel reflects the real recreation needs and problems that need attention. Using a simple tally method to quantify the responses received from questionnaires and interviews that relate to recreation and entertainment for this study, we made the following determinations - listed in order - the five most frequent answers, from the greatest number of responses to the least:

1. More of and higher quality recreation and entertainment facilities and activities are needed for the Indians and the tourists, particularly for evening hours.
2. Golf course
3. Bowling alley
4. Theatre
5. Winter activities (Ski Lodge had a high count, but was tallied under Industry and Business).

These five needs deserve the attention they are receiving by the Planning Board and Planning Staff whose concerted efforts along with Tribal administrative leaders will cause them all to become realities. Numbers 1, 3 and 4 do not require large tracts of land and can therefore be easily located in the Cherokee Village areas. However, Numbers 2 and 5 require such large expanses that for the purpose of comprehensive planning, specific areas need to be reserved for each:



AREAS FOR RECREATION
DEVELOPMENT



Number 2, Golf Course - The only area in the vicinity of the Qualla Boundary that is large enough for an eighteen hole course is the area known as "The Meadows". This area once belonged to the Cherokees but was lost to the National Park Service some years back. Since the Department of Interior refuses to relinquish this parcel of land, the Cherokees should request it in return the next time they are forced to sit at the bargaining table. (See Map #17).

Number 5, Ski Resort and Winter Activities - There is no doubt that the Bunches Bald Area should be reserved for a winter activities area that would provide ski runs, ski lodge, scenic chair lift, ice skating, snowmobile runs, tobogganning, snow play and an off-winter season nine-hole golf course. (See Map #17).

Another area that adds so much to the character and beauty of Cherokee and should not under any circumstances be developed for other than passive recreation is the Tribal owned (not issued to possessory holdings) areas of the Oconaluftee River that are shown on Map #17. The only type of development that should be permitted in these areas is picnic tables, sidewalks, pedestrian bridges, public rest rooms, barbeque pits, lawn areas, decorative water fountains and uses such as outdoor Cherokee art displays all blending into a natural landscape with as little area as possible utilized for parking.

The most important of all areas that should be reserved for recreation, culture, and historic purposes is the Council Grounds area between the new museum and the Council House. The loss of this area for an athletic field in conjunction with the education

facilities had a great deal to do with the loss of many of the Cherokee customs related to Cherokee culture. Construction of the long awaited and hard worked for new high school with a new athletic field makes it possible for this specific piece of land to be "returned to the Tribe." This area is shown on Map #17. Many of the Cherokee customs and rituals are fading away because the land where they were performed was taken into another use. By restoring the land and with the help of the "Older Indians" and also the help of such persons as Richard "Geet" Crowe and his family, many of these vitally important activities can be revitalized.

Some of the "old" activities are as follows:

Dances - Ant, Ball, Bear, Beaver, Buffalo, Bugah, Chicken, Goat, Corn, Eagle, Friendship, Green Corn, Ground Hog, Horse, Knee Deep, Medicine, Partridge, Pheasant, Pigeon, Racoon, Round, Snake, War, and "Woman Gathering Wood".

Recreation - Cherokee Ball; Women's Football Game; Basket Game; "Arrows;" matches of various kinds such as archery, rock casting, pitching of stones and match hunts; various children's sports and others.

Education - Group instruction in magical formulas and prayers; instruction in the arts and crafts; and instruction in history, language and sports.

Ceremonial - A monthly ritual of purification; a ceremonial period which includes the months from August to November inclusive in which two agricultural and two purificatory ceremonies occur; two main moon

festivals, the Cementation or Reconciliation Festival, two Green Corn Feasts, a Ramp Festival, and six greater festivals. The entire populace would meet at the National Heptagon or Council House in times past for feasting, ceremonies and social activities. Restoration of these activities needs to take place before they are all forgotten.

Cherokee Tribal Recreation Development Standards

Cherokee Trailer Park Resort

Recommended Facilities

For Overnight Parks

1. Absolute Minimum: Central travel trailer sanitary water stations and toilets.
2. Fair: Individual electrical outlets, central travel trailer sanitary and water stations, and toilets.
3. Good: Individual electrical outlets, central travel trailer sanitary and water stations, toilets and showers.
4. Better: Individual electrical & water outlets, several individual sewer connections, one or more central travel sanitary station, toilets, showers and coin operated laundry.
5. Best: Individual electrical water & sewer connections, toilets & showers, coin operated laundry and picnic tables.

For Destination Parks:

1. Absolute Minimum: Back-in parking, individual electrical outlets, central travel trailer sanitary & water stations, and toilets and showers.
2. Fair: Back-in parking, individual electrical & water connections, central travel trailer sanitary station, toilets, and showers.
3. Good: Drive-through parking, individual electrical & water connections, central trailer sanitary station, toilets, showers, coin-operated laundry and picnic tables.
4. Better: Drive-through parking, individual electrical & water connections, central travel trailer sanitary station toilets, showers, coin-operated laundry, picnic tables and grocery.
5. Best: Drive-through parking, individual electrical, water & sewer connections, toilets, showers, coin-operated laundry, picnic tables, grocery. Also barbecue, bottled gas, travel trailer parts for sale, plus bait & other fishing and sport accessories. Recreation building and swimming pool may be on a "pay as you go" basis.

Cherokee Winter Facilities Standards

Adequate parking space - large, nearly level for snow or below freezing temperatures.

Skiing

1. Slopes should be long and various enough to be interesting.
2. Vertical drop should be at least 600 feet or more.
3. Ski areas should be protected from prevailing winds.
4. Slopes should have gradients ranging from 20 to 25 percent.
5. Slopes for novice skiers should be 10 to 25 percent.
6. Slopes for intermediate skiers should be 20 to 25 percent.
7. Gradients in excess of 35 percent - on trails or slopes for the most advanced and expert skiers up to 40 to 50 percent slope.
8. Slopes must be smooth enough to allow skiing with a minimum of snow cover.
9. One acre for every 30 skiers.
10. One acre parking for every 10 acres of skiing slope.
11. Best exposure is toward the northeast.

Ski Jump

1. Must be built with accurate proportions between height, slope, inrun, dimensions and location of the take-off, and the slope and position of the landing hill.
2. Inrun - a slope of 25 degrees with a gradual leveling off near the take-off point.

3. Landing slope - 30 degree slope or greater, free from obstruction, at least 30 feet wide - gradually levels out in the outrun.

Ice Skating

1. Best size - 85 by 200 feet; rounded corners with a 15 foot radius.
2. Should be surrounded by a wooden barrier three to four feet high, preferably in cream color.
3. A rink 85 by 185 feet has a capacity of 800 persons, (not all on the rink at the same time.)
4. Should have night lighting, a warming shelter, music, runways for access with skates on, and a pleasant setting.

Toboggan Slides

1. Natural slopes can be used but specially constructed slides are more desirable.
2. Slide should be on a slope facing north or northeast.
3. Trees can protect the slide from the sun's rays.
4. If a wooded slide - the slide should be wide enough but not so wide that the toboggan can jump the track.
5. Slide should not be permanent - construct slide so it could be disassembled.
6. Slide should be designed so its entire length can be seen from the starting platform.
7. Earthen slide - easiest to build (trough dug one foot below the ground level and 30 inches wide, the dirt taken from the trough is then placed along the sides of the slide and the complete area sodded.)

TABLE 41

STANDARDS FOR RECREATIONAL AREAS

Type of Recreation Area	Standards in Acres Per 1,000 Population	Ideal Size of Space Required for Activity
A. Active Recreation		
1. Playgrounds - Children	1 acre/1,000 pop.	1.25 acre
2. Playfields - Young Children	1.25 acres/1,000 pop.	3 acres
3. Sports Field - Older Children & Adults	1.50 acres/1,000 pop.	15 acres
4. Court Sports - Outdoor Basketball, Tennis, etc.	1 acre/5,000 pop.	2 acres
5. Swimming	1 outdoor pool/25,000 pop.	2 acres
6. Boating	100 acres/50,000 pop.	100 acres & over
7. Camping, Hiking, Nature Study, Horseback Riding	10 acres/1,000 pop.	500-1,000 acres
8. Golfing	1-18 hole course/50,000 pop.	120 acres
B. Passive Recreation		
1. Picnicking	4 acres/1,000 pop.	Undetermined
2. Fishing, Canoeing, Rowing	1 body of water/25,000 pop.	20 acre water area
3. Botanical Gardens, Arboretums, Zoos	1 acre/1,000 pop.	100 acres
C. Other		
1. Recreation Areas Parking	1 acre/1,000 pop.	Undetermined
2. Recreation Ctrs.-Indoor	1 acre/10,000 pop.	1-2 acres
3. Outdoor Theatres	1 acre/25,000 pop.	5 acres
4. Football Field	1 per 20,000 pop.	Combine with A.3.
5. Softball Field	1 per 3,000 pop.	Combine with A.3.
6. Baseball Field	1 per 5,000 pop.	Combine with A.3.
7. Tennis Courts	1 location per 5,000 pop.	Combine with A.4.
8. Library	1 per 20,000 pop.	
9. Museum	1 per region	
10. Snow Skiing	1 per region	
11. Artificial Ice Area- Outdoor	1 per 5,000 pop.	

TABLE 42

RECOMMENDED SURFACINGS FOR RECREATION AREAS, RELATED TO DENSITY

Kind of area	Low and moderate density areas (Singles, twins, row houses, and flats)	High density areas (apartments)
General recreation area	Turf, natural soil	Bituminous concrete and sandclay, natural soil
Special play areas:		
Child service play yards	80% turf, 20% concrete	80% turf, 20% concrete
Game courts	Bituminous concrete, port- land cement concrete, sand- clay, turf	Bituminous concrete, portland cement concrete sand-clay, cork asphalt
Upper playground apparatus	Lightloam, sand, tanbark, saw- dust, shavings, turf	Lightloam, sand, tanbark, sawdust, shavings
Crafts & story- telling	Any hard surfacing or turf	Any hard surface or turf
Outdoor parties, dances, roller skating, etc.	Any smooth, hard surfacing	Any smooth, hard surfacing
Local play areas: For small children	Principally turf or natural earth, and smooth hard paving	Principally a smooth hard paving & some turf or natu- ral earth
For all age groups	Turf, bituminous concrete, port- land cement, concrete	Bituminous concrete, cork asphalt, portland cement
Sitting areas	Bituminous concrete, portland cement concrete, brick, pre- cast concrete slabs, flagstones	Concrete

8. Outrun must be completely level to prevent toboggan from upsetting.
9. Night-lighting - lights spaced 100 feet apart, 25 feet above the ground and as far as 30 feet away from the slide.

Cherokee Golf Course Standards

Golf courses should be on land specially selected for that purpose. Desirable characteristics of the site are uneven topography, but not rugged, some woodland, a good soil such as sandy loam, and good drainage. Courses can be made interesting through variations in the length of the holes and the width of the fairways, introduction of hazards, and the utilization of topography and natural tree growth.

A nine-hole golf course requires 50 acres or more; an eighteen-hole course should have a minimum of 100 acres but usually is 120 acres or more. The ideal nine-hole course should measure over 3,000 yards with a par of 35 to 37.

Course Layout and Planning

The distance between the green of one hole and the tee of the next should never be more than 75 yards, and a distance of 20 to 30 yards is recommended. Trees should never be closer than 20 yards to a green.

The first tee in the ninth green of the course should be located immediately adjacent to the clubhouse. When practical, bring the green of the sixth hole near the clubhouse to accommodate the golfer with only an hour to play, as six holes can be comfortably played in that length of time.

Golf Course

	9-Hole Course	18-Hole Course
Minimum Area Required	60 acres	120 acres
Maximum Area Required	80 acres	160 acres
No. of Parking Spaces	100 cars	200 cars
Population Served	1 hole per 3,000 persons or 27,000 persons	1 hole per 1,500 persons or 25,000 persons
Service Radius	1/2-3/4 hour by car or public trans- portation	1 hour maximum by car or public transportation
Average Length	Approx. 2,250 yds.	6,500 yards

No holes should be laid out in an east to west direction as the maximum volume of play on any golf course is in the afternoon, and it is difficult to follow the ball's flight into the setting sun.

In order to get the golfers started off on their game as expediently as possible, the first hole should be a relatively easy par-4 hole of approximately 380 to 400 yards in length. It should be relatively free of hazards or heavy rough where a ball might be lost and should have no features that would delay the player.

The holes should grow increasingly more difficult to play as the round proceeds. A golfer needs about three holes to warm up, and asking him to make difficult shots before warming up is a demand he will not appreciate.

Greens should be plainly visible and location of sand traps and other hazards obviously apparent from the approach area.

Fairways sloping directly up or down a hill are bad for the following reasons: (a) a steep sloping fairway makes the playing of the shot by the majority of the players a matter of luck rather than skill; (b) the up and down climb is fatiguing to the golfer; (c) turf is difficult to maintain on such an area.

The par-3 holes should be arranged so that the first of the two is not earlier in the round than the third hole and the other one is not later than the eighth hole. Par-3 holes should not be consecutive.

On level or flat land a nine-hole course of 3,100-3,400 yards can be laid out in approximately 50 acres, but it will be cramped.

An eighteen-hole course of 6,200-6,500 yards or more would require at least 110 acres. This is a minimum, making the routing of the course extremely tight. Gently rolling land requires approximately 60 acres for nine holes and 120 acres for eighteen holes. Hilly or rugged land will require considerably more because of the waste land where the contours are severe. At least 70 acres will be needed for nine holes and 140-180 acres for eighteen holes.

The important parts of the modern golf course are the 2-shotters of 400 yards or more. The length of the 2-hole shot offers plenty of opportunity to develop good strategy. The short hole should be kept under 200 yards so that every golfer has an opportunity to reach the green with a good shot and thereby obtain his par or birdie.

Minimum length for a standard eighteen-hole golf course is 6,200 yards. A good average is 6,500 yards, and championship length is 6,700 to 6,900 yards. The short hole should range from 130-200 yards (par-3), and there are generally four of these holes. There may be five. Par-4 holes should range from 350 to 450 yards; there are generally 10 of these. Par-5 holes should range from 450-550 yards; there are generally four of these.

Fairway width is generally about 60 yards, but will vary depending on the type of players expected to play the course and the strategy of the play of the hole. A general rule of fairway width is as follows: 75-120 yards from the tee the fairway will be 40 yards wide; 120-180 yards from the tee the fairway will be 50 yards wide; 180-220 yards from the tee the width will be 60-70 yards.

The green sizes will vary from 5,000 to 8,000 square feet depending on the length of the hole and the length of the shot called for.

Standards

Type -	<u>18-hole course</u>
Development -	Minimum size for a layout and effective operation is 120 acres including necessary auxiliary facilities such as clubhouse, restaurant, and parking.
Parking -	Space for 200 automobiles.

Type -	<u>9-hole course</u>
Development -	Minimum size for layout and effective operation is 60 acres including necessary auxiliary buildings.
Parking -	Space for 100 automobiles.

(Additional desirable facilities at the golf course are putting greens and driving ranges. These facilities require additional parking spaces.)

Camp Sites

Standards

Type -	<u>En-route</u>
Development -	10 units per acre
Parking -	One car space and space for one trailer per unit

Type -	<u>Organizational</u>
Development -	Five acres developed with permanent facilities and structures for eating and sleeping to accommodate 100 persons.
Parking -	Minimum 50 spaces.

Type -	<u>Group</u>
Development -	Five acres with sanitary and basic cooking facilities and open space for bedding or tents sufficient to accommodate not more than 50 persons for short periods of time.
Parking -	Minimum of 25 spaces.
Type -	<u>Family with tent or trailer</u>
Development -	Four units per acre (unit consists of table, cooking facilities, space for tent or bedding and screening.)
Parking -	One car space for every unit.

Camping and picnicking units should be at least 100 feet apart to preserve the forest cover and to provide privacy. A camping unit should consist of a platform or area for pitching a tent; tables and benches; and nearby water supply; cooking and sanitary facilities. Areas should be easily accessible to roads or trails. The terrain in site areas preferably should have a 10 percent slope but should not exceed 20 percent. Recommended also is the adoption of four persons per unit as the average capacity for all types of facilities. Minimum, maximum, and optimum density standards can be applied to camp and picnic units. At a capacity of four persons per unit, these units should be spaced no closer than 100 feet apart or five per acre in staggered arrangements in the forest areas and in more intensive areas no closer than 50 feet apart or 10 units per acre.

Scattered camp development is undesirable from the standpoint of aesthetics, economics in construction, and maintenance and administration. Scattered development hampers good forest and land management practices. Consequently, cluster standards have been

devised to cover each camping recreation facility, based on construction economics and administration and on the necessity for protecting the recreation resources by providing for large open areas between clusters. The camp and picnic clusters should be planned for a minimum of 25 and a maximum of 50 units per cluster. The area of the site should be at least five and no more than ten acres for each cluster. Design considerations must be related to topography, and cover and standards may have to be modified in certain instances.

Cherokee Picnic Site Standards

Picnicking facilities should be developed so that there is proper balance among the three major types of facilities: those within communities, those outside the communities, and those along highways. The family picnic unit should consist of a table and benches with nearby water supply and cooking and sanitary facilities. Auto parking space and proper access are additional requirements.

Within the urban area, people will travel an average of five miles from home to a picnic area. Picnic areas located within the community should have no more than 16 picnic units per acre, with each unit accommodating not more than 8 persons.

For large groups the same type of facilities are needed, but less space is allotted to each picnicker. For an organized group picnic area within a city, 200 persons per acre is desirable. It is also recommended that an additional one-third acre for each group area be provided to accommodate 50 cars.

For picnic areas located on the fringe of an urban area, eight

units per acre is the recommended standard with one parking space provided for each unit.

Wayside rest units, along major highways, should be planned at a maximum density of 16 units per acre with no fewer than four units at a single location.

Cherokee Riding and Hiking Area Standards

Standards for Riding and Hiking Trails

Type -	<u>Hikes of one day or less</u>
Development -	Well defined and maintained trail, up to ten feet in width, grades not to exceed five percent average with a maximum of fifteen percent.
Parking -	Minimum parking for 25 cars at any one access point. On short, scenic, and well known trails the parking area might be expanded to 100 parking spaces.
Type -	<u>Overnight hikes</u>
Development -	Well defined trail with average grades of five percent and none to exceed fifteen percent. Three to five acre overnight trail camping areas should be provided at interludes of about five hours hiking time.
Parking -	Minimum for 10 automobiles at any access point.

(It is recommended that trail stops be located six to fifteen miles apart, that pathways be a minimum of six feet in width, and that trails be a minimum length of six to twelve miles.)

Standards for Horseback Riding

Type -

Rides of one day or less

Development -

Well graded wide tracks with inter-connecting loop trails and numerous access points. Average grade should be five percent and not exceed fifteen percent.

Parking -

A minimum space for 10 cars and stock trailers and a loading ramp or platform.

(Heavily used trails may need up to 80 spaces for cars and trailers. Adequate holding stalls, hitching racks, and water are of utmost importance.)

Type -

Extended trips

Development -

The same as the one day or less rides with the stationing of overnight trail areas 12 to 15 miles apart with the minimum size for these areas being three to five acres. Ample space should be allowed around development to allow for a buffer zone. If possible, water should be available every six miles.

Parking -

The assembly areas or jump off points should be large enough to park vehicles and stock trailers. If the assembly area is also the base camp facility, it should be a minimum of 20 acres with the necessary basic facilities such as water and toilets.

16. Thoroughfare Plan.

A Thoroughfare Plan for the Cherokee Indian Village was prepared by the Planning and Research Branch of the Division of Highways, North Carolina Department of Transportation in January of 1974 and subsequently adopted by the Cherokee Planning Board and by the Tribal Council on July 11, 1974. The plan was finally adopted by the North Carolina Department of Transportation on September 6, 1974. Because the Thoroughfare Plan is a vital element of any Economic Development Plan and also due to its recent adoption, it is reproduced here.

The following thoroughfare plan outlines a coordinated system of major streets and highways to serve as a basis for future development of the Cherokee Village Street System.

The Cherokee Village plan was developed following the basic thoroughfare planning principles as described later in this Chapter. It is based on very general traffic, land use, and economic data. An analysis of existing traffic was done on the basis of historical growth patterns established by traffic counts over a ten year period. Major and minor thoroughfares were located based on field investigations, aerial photos, existing and anticipated land uses, and topographic conditions. The plan sets forth those improvements which are expected to be required for proper traffic circulation within the current planning period (1973-1995).

Since a number of governmental units will be involved in implementation and administration of the plan, it was desirable that the plan be formally adopted by the Tribal Council and the

North Carolina Board of Transportation. This helps to assure coordination of efforts.

It should be emphasized that the plan is based on the anticipated growth of the area as indicated by current trends. Moreover, since additional study will be required before construction begins on the recommended improvements, the plan must be considered preliminary.

Thoroughfare Planning Principles

Typically, an urban street system occupies 25 to 30 percent of the total developed land in the urban area. Since the system is permanent and expensive to build and maintain, much care and foresight are needed in its development. Thoroughfare planning is the process used by public officials to assure the development of the most logical and appropriate street system to meet existing and future travel desires within the urban area. The major steps involved in the thoroughfare planning process are:

1. Collecting data relative to present physical and travel conditions within the urban area.
2. Estimating future traffic conditions within the urban area.
3. Evaluating the data to determine the adequacy of the existing street system in meeting present and anticipated traffic conditions.
4. Devising the best thoroughfare plan, on the basis of sufficiency, economic benefits, construction costs, and compatibility with other elements of the urban development program, to meet future travel desires.
5. Implementing the plan.

Purpose of Planning

There are many benefits to be gained from thoroughfare planning, but the primary objective is to assure that the urban street system will be progressively developed in such a manner as to adequately serve future travel desires. Thus, the cardinal concept of thoroughfare planning is that provisions be made for street and highway improvements so that, as needs arise, feasible opportunities to make improvements exist.

The major benefits derived from thoroughfare planning are:

(1) Each street can be designed to perform a specific function. This permits savings in rights-of-way, construction and maintenance costs, protects residential neighborhoods, and encourages stability in travel and land use patterns. (2) Local officials and citizens are informed as to future improvements. Developers can design subdivisions to function in a non-conflicting manner. School and park officials can better locate their facilities. Irretrievable damage to property values and community appearance, as is sometimes associated with street building and widening programs, can be minimized. City officials will know when improvements will be needed and can schedule funds accordingly.

Thoroughfare Concept

Streets perform two primary functions -- they provide traffic service and land service. These two functions, when combined, are basically incompatible. The conflict is not serious as both traffic and land service demands are low. But when traffic volumes are high, conflicts created by uncontrolled and intensely used abutting property result in intolerable traffic flow friction and congestion.

The underlying concept of the thoroughfare plan is that it provides a functional system of streets which permits travel from origins to destinations with directness, ease, and safety. Different streets in the system are designed and called on to perform specific functions, thus minimizing the traffic and land service conflict. Streets can be categorized as to function and standards applied as follows (Figure 1):

Local Access Streets

These streets have the purpose of providing access to abutting property. They are not intended to carry heavy volumes of traffic and should be located in such a way to serve only traffic with origins or destinations on these streets. There are several different types of local access streets which can be classified according to the type of abutting land use which they serve. They are:

Residential Streets: Residential streets provide access to abutting residential property. Through traffic movements should be discouraged by designing them as loops or cul-de-sacs (dead-end streets with turn arounds). These streets should have two traffic lanes and may have parking on one or both sides. They should have a minimum right-of-way of 60 feet.

Commercial Streets: Commercial streets provide access to abutting commercial property. They permit traffic to circulate in commercial areas and to reach parking facilities near their desired destinations. These streets should have sufficient width to provide two traffic lanes; and, if on-street parking is permitted, sufficient width for parking operation

lanes and parking spaces. If a commercial street is used as a thoroughfare, additional traffic lanes may be required.

Industrial Streets: Industrial streets provide access to abutting industrial development. They usually have a higher percentage of truck traffic and loading and unloading may take place on the street. Two traffic lanes should be provided with additional street width for parking or loading and unloading if either is permitted. A minimum right-of-way of 60 feet is desirable.

Minor Thoroughfares

These are more important streets in the city system. They perform the function of collecting traffic from residential, commercial, and industrial streets and carrying it to the major thoroughfares. In some cases, they may supplement the major thoroughfare system by facilitating a minor through traffic movement. In either case, they perform an additional function by also serving abutting residential, commercial, or industrial property. Minor thoroughfares should be designed to serve only a limited area to prevent their development as major thoroughfares. Two or four traffic lanes may be required, depending on traffic volumes, and parking may be permitted on both sides. Right-of-way may vary upwards from a recommended minimum of 60 feet.

Major Thoroughfares

Major thoroughfares provide for (1) the movement of traffic from one area of the city to another, (2) through traffic movements, and (3) movement of traffic into and out of the city. The streets which comprise the major thoroughfare system may also

serve abutting property; however, THEIR MAJOR FUNCTION IS TO CARRY TRAFFIC. They should not be bordered by uncontrolled strip development. Such development lowers the capacity of the thoroughfare significantly and each driveway is a danger and impedance to traffic flow. Major thoroughfares may range from a two-lane street carrying minor traffic volumes to major expressways with four or more traffic lanes. Design standards vary accordingly. Usually parking should not be permitted on major thoroughfares.

Idealized Major Thoroughfare System

A coordinated system of major thoroughfare forms the basic framework of the planned urban street system (Figure 1). This system, while generally involving about 25 percent of the total street mileage, carries about 80 percent of the total traffic. Major thoroughfares can be divided into four categories: radial streets, crosstown streets, loop streets, and bypasses.

Radial Streets

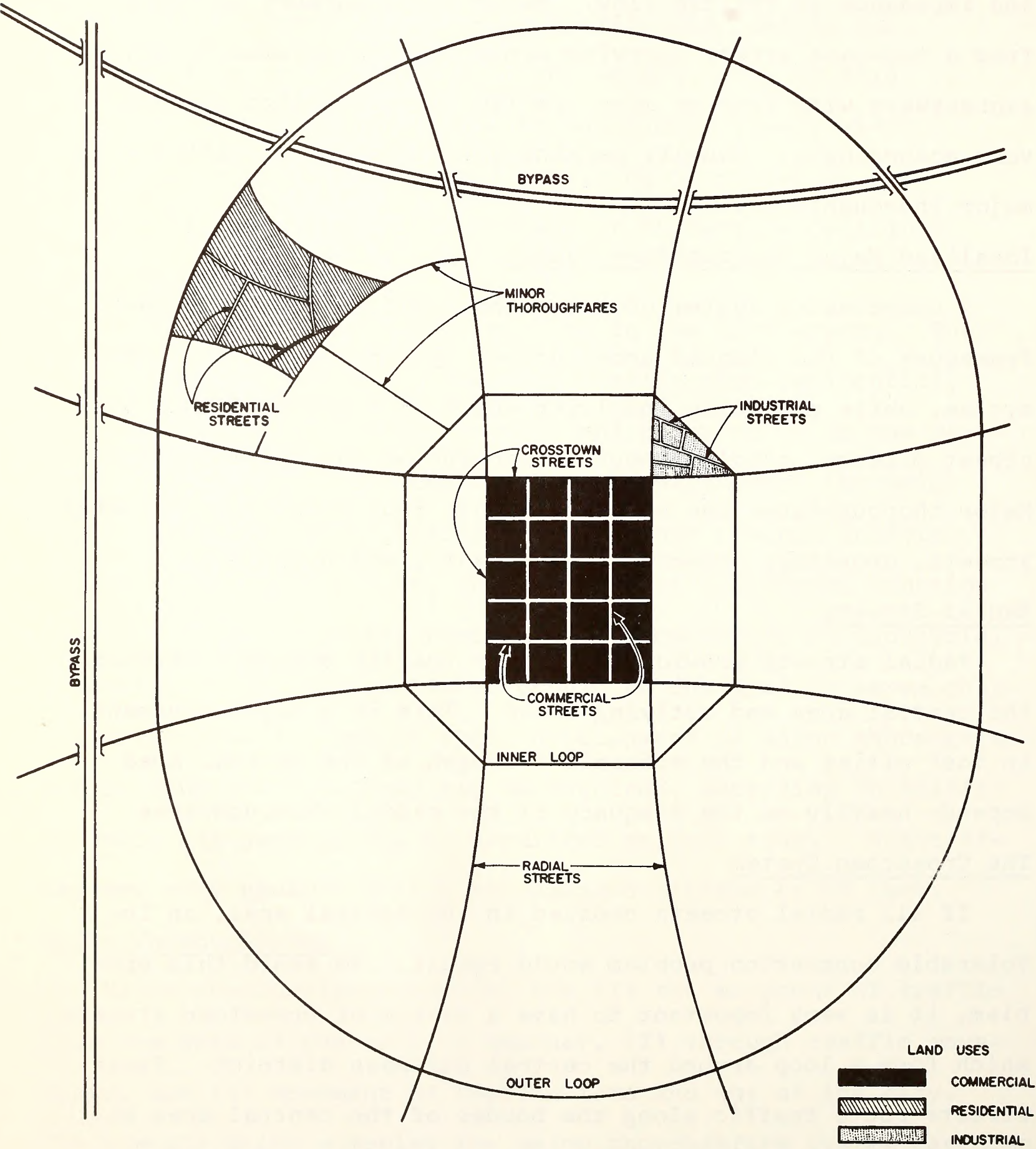
Radial streets provide for direct traffic movement between the central area and outlying areas. This is a major movement in most cities and the economic strength of the central area depends heavily on the adequacy of the radial thoroughfares.

The Crosstown System

If all radial streets crossed in the central area, an intolerable congestion problem would result. To avoid this problem, it is very important to have a system of crosstown streets which form a loop around the central business district. These streets route traffic along the border of the central area as it moves from origins on one side to destinations on the other. The system also allows central area traffic to circle the central

FIGURE 1

IDEALIZED THOROUGHFARE PLAN



area and enter near its destination. The effect of a good crosstown system is to free the central area of crosstown traffic, thus permitting the central area to better function in its role as a pedestrian shopping area.

The Loop System

Loop streets move traffic between suburban areas of the city. Although a loop may completely encircle the city, a typical trip would be from an origin near a radial thoroughfare to a destination near another radial thoroughfare. Loop streets do not necessarily carry heavy volumes of traffic, but they function to help relieve central area congestion and shorten travel times between suburban areas. There may be one or more loops, depending on the size of the urban area, and they are generally spaced one-half mile to one mile apart, depending on the intensity of the land use.

The Bypass

Bypasses function to carry traffic through or around the urban area. They are usually designed to rural highway standards with control of access. The general effect of the bypass is to expedite the movement of through traffic and to lessen traffic congestion within the city. Occasionally a low traffic volume bypass can be designed to function as a portion of an urban loop.

Philosophy of Approach

The above description of the idealized thoroughfare system applies to an idealized situation. While the same basic principles apply, it is not the purpose of the thoroughfare plan to present an idealistic pattern superimposed on the existing street system.

Thoroughfare planning is done for established urban areas and based on anticipated future development. Residential areas, schools, shopping center locations, major industrial areas, railroads, public and semi-public land use locations, topographical features, and many other factors all exert influences on the locations of thoroughfares. It is also necessary that maximum advantage be taken of the existing basic street system which represents a major monetary investment and the thoroughfare plan must be compatible with other elements of the urban planning and development program.

Cherokee - Existing Conditions

Cherokee Village is the only town in the Qualla Tract of the Cherokee Indian Reservation. The village is located in Swain County near the Jackson County line on the Oconaluftee River. The village serves as an eastern and southern gateway to the Great Smoky Mountains National Park. The geographic location of Swain County is shown in Figure 2. The planning area selected for the Cherokee Thoroughfare Planning Study is shown in Figure 3.

Population Trends

The Cherokee Village planning area lies in parts of Charleston Township in Swain County and Qualla Township in Jackson County. Since 1950, Charleston Township has consistently declined in population while Qualla Township has experienced a moderate increase. The 1950, 1960, and 1970 populations of the two townships are shown in Table 43.

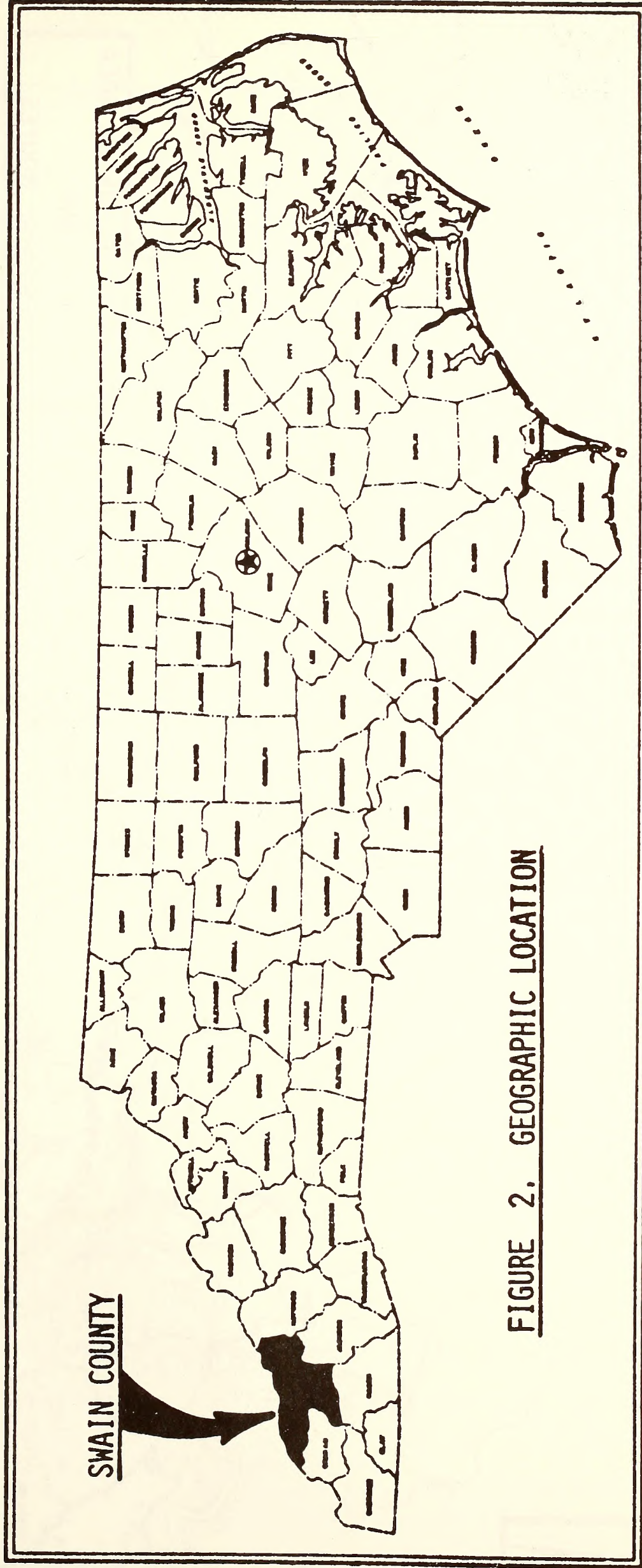


FIGURE 2. GEOGRAPHIC LOCATION

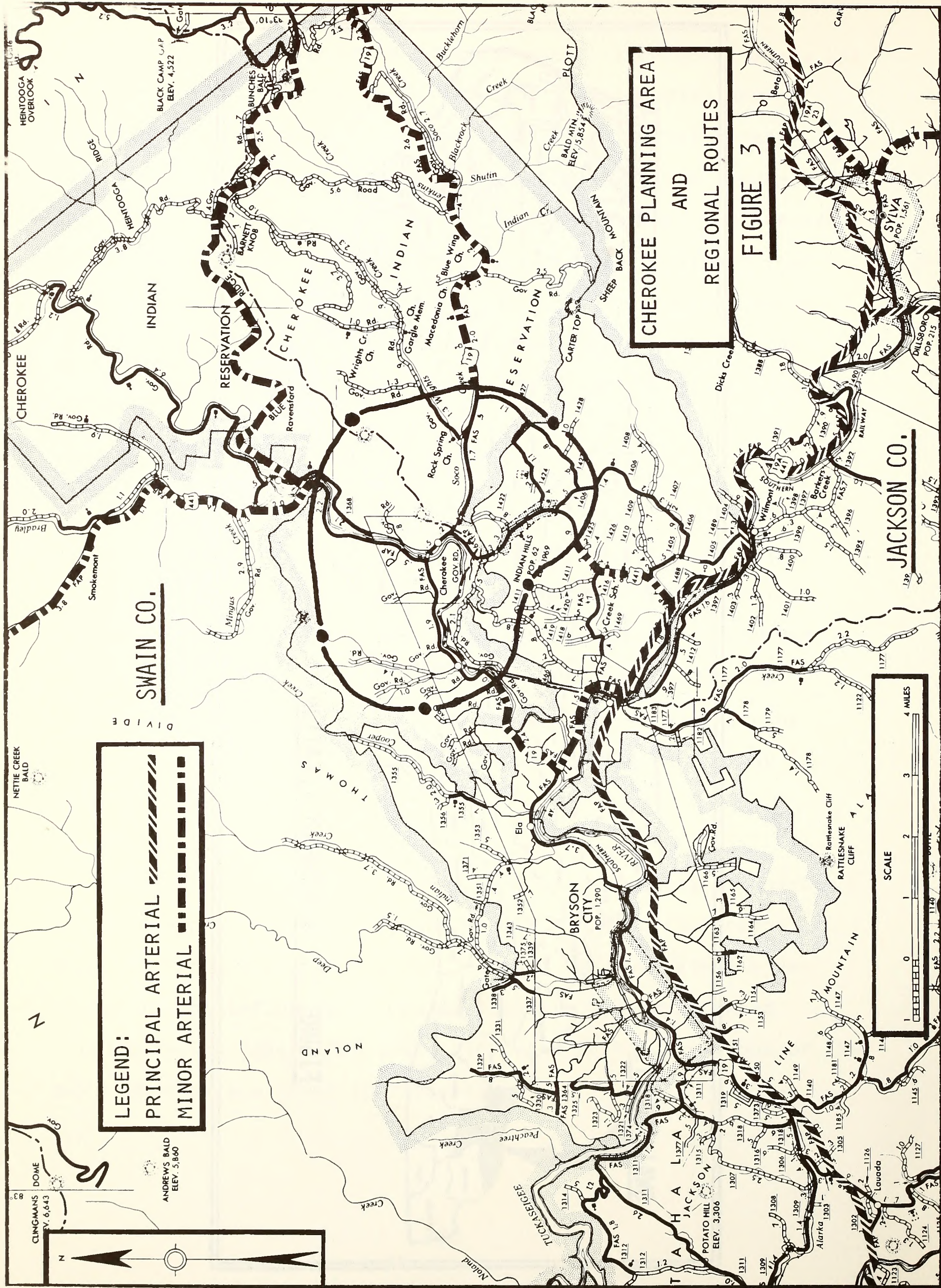


TABLE 43

1950, 1960, AND 1970 POPULATIONS OF CHARLESTON AND QUALLA TOWNSHIPS			
Township	1950	1960	1970
Charleston	8329	7041	6861
Qualla	2499	2560	3102

Land Use Trends

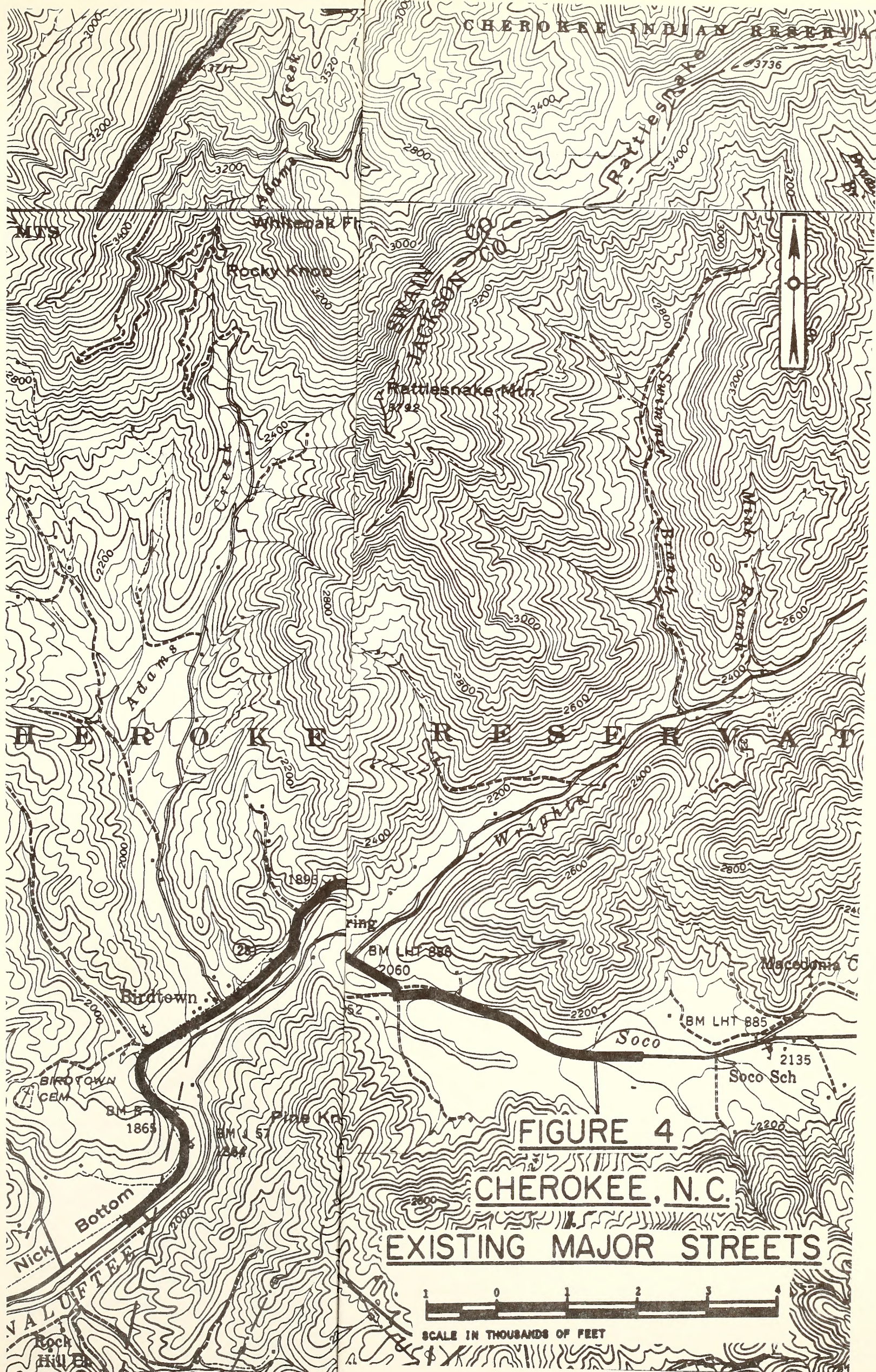
The primary industry in Cherokee Village is tourism. The Cherokee Pageant, Unto These Hills, is a major outdoor drama located in Cherokee which attracts large numbers of tourists every year. U.S. 19 and U.S. 441 are primary routes for tourists visiting the Great Smoky Mountain National Park and other scenic attractions in Western North Carolina. Much of the settlement in Cherokee is along these two routes. Because of the flourishing tourist business, a trend toward expansion of tourist related commercial activity is apparent.

Industrial and commercial establishments unrelated to the tourist trade are small and currently not a significant factor in the economy of the area.

Traffic Volume Trends

The Cherokee major street system and average annual daily traffic volumes for 1961, 1966, and 1971 are shown in Figure 4. The average daily traffic volumes on major routes during the peak season (summer months) are shown in Figure 5. On the average, the traffic volumes during the summer months are approximately 2.2 times the annual average daily traffic volumes.

The routes having the highest ADT are U.S. 19 and U.S. 441.



CHEROKEE INDIAN RESERVATION

MTS

Whispering Pt

Rocky Knob

Rattlesnake Mtn

CHEROKEE RESERVATION

BIRD TOWN CEM

Bottom

Nick

Rock Hill

BM LHT 886
2060

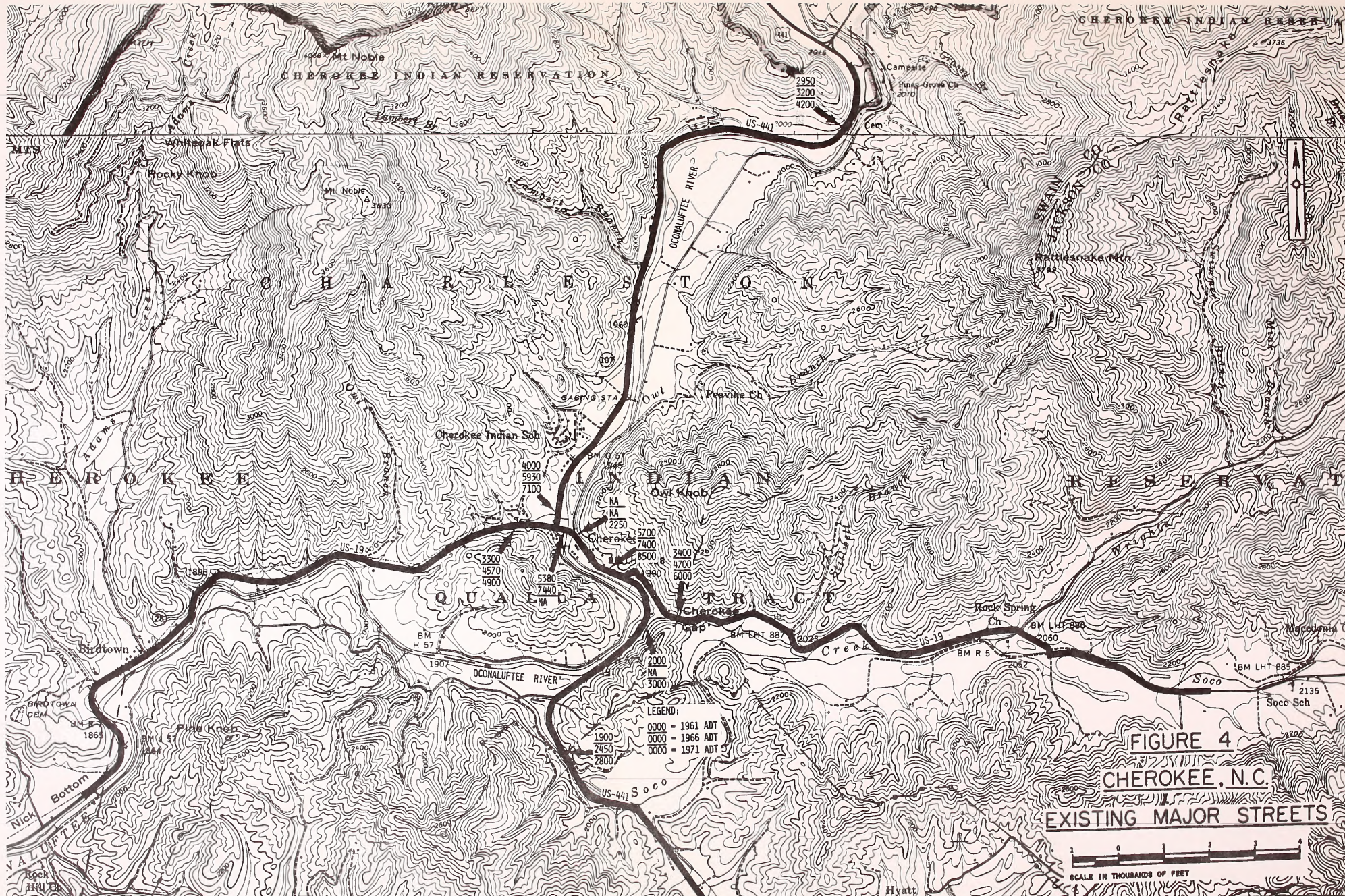
Pine Kn

FIGURE 4

CHEROKEE, N.C.

EXISTING MAJOR STREETS

SCALE IN THOUSANDS OF FEET



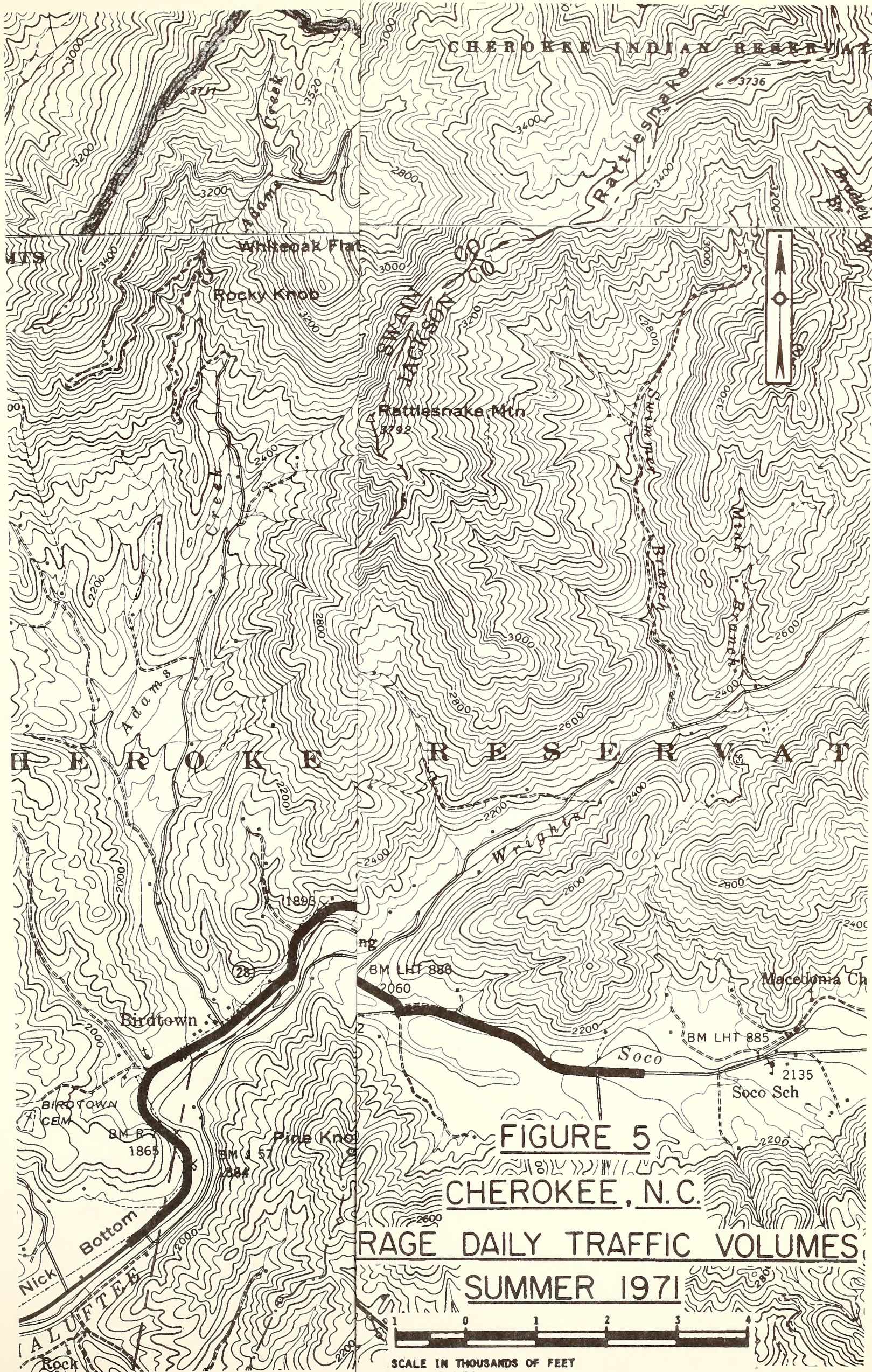


FIGURE 5
CHEROKEE, N.C.

AVERAGE DAILY TRAFFIC VOLUMES
SUMMER 1971

SCALE IN THOUSANDS OF FEET

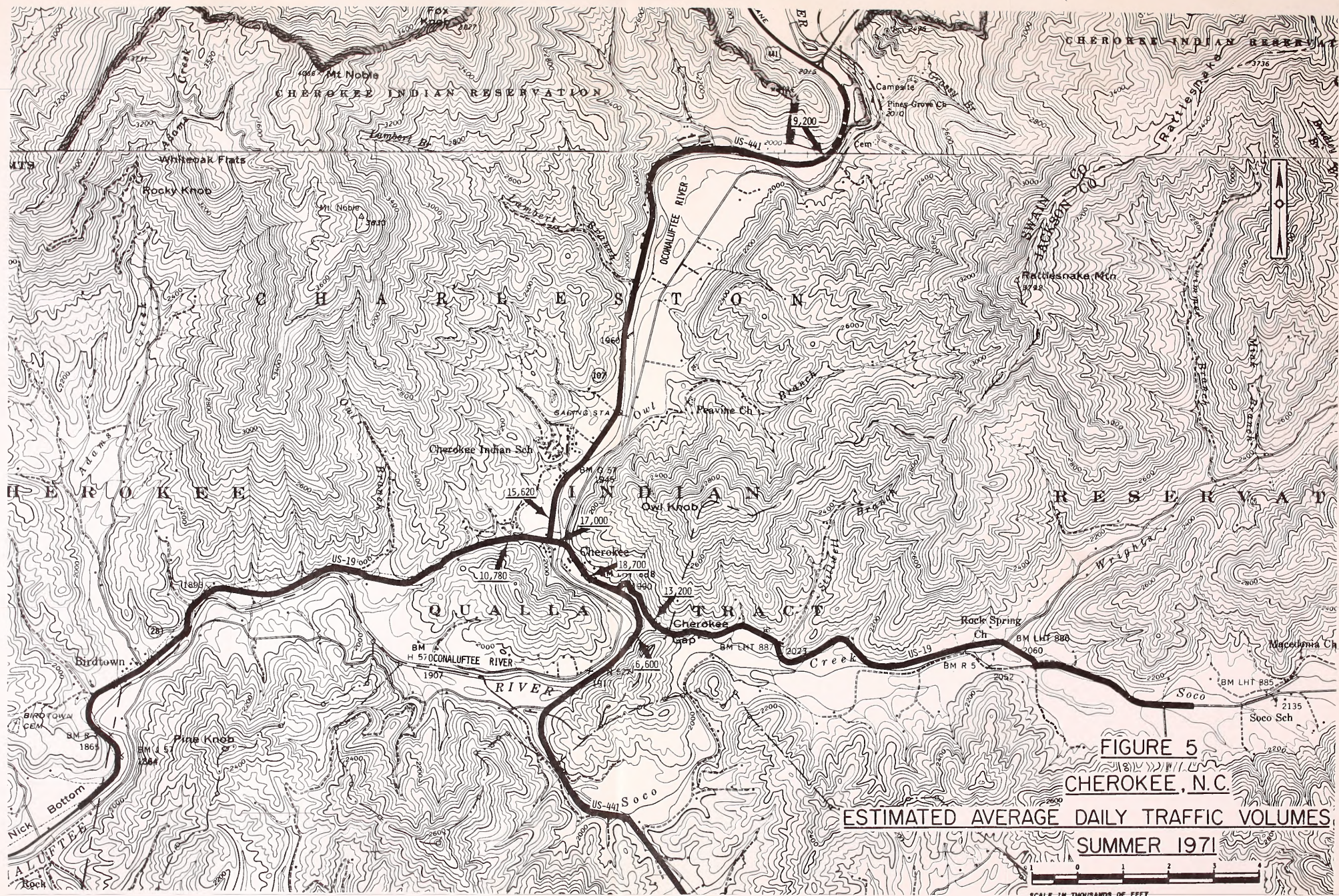
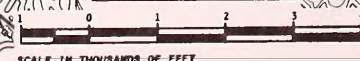


FIGURE 5
CHEROKEE, N.C.

ESTIMATED AVERAGE DAILY TRAFFIC VOLUMES
SUMMER 1971



Existing Major Streets

The Cherokee major street system is comprised of two existing major routes, U.S. 19 and U.S. 441.

On the basis of field investigations and existing traffic volumes (during the summer) both routes are capacity deficient.

Proposed Thoroughfare Plan

The recommended thoroughfare plan for Cherokee is shown in Figure 6. The development of a plan for Cherokee was concerned primarily with alleviating the capacity deficiencies on U. S. 19 and U. S. 441 through the village.

U.S. 19

It is recommended that U.S. 19 be upgraded to four travel lanes along the existing alignment through the village. The recommended cross section for the improvement is cross section A as shown in Figure 7.

U.S. 441

It is proposed that U.S. 441 relocation be constructed from the intersection of U.S. 19 to the existing four lanes north of Cherokee. The proposed cross section for the relocation is cross section A in Figure 7. A barrier type grass median is recommended with crossovers only at designated major street intersections. The restricted crossover locations will insure that intersection spacing is such that traffic signal progression can provide a desirable operating speed on the relocation. The barrier median will permit only right turn access to abutting property, thus improving traffic safety.

To the north of Cherokee in the vicinity of the new school, the relocation has two alternate alignments:

The Character of the System is described in the following

the major points: 1. It is a system of

on the basis of field observations and laboratory

work (during the summer of 1954) and the results of

Proposed Theoretical Model

The proposed theoretical model for the system is

Figure 1. The model consists of a plan for the system

which is a plan for the system of the system

and it is a plan for the system

1.1.1.1

It is assumed that the system is a system

which is a system of the system

which is a system of the system

which is a system of the system

1.1.1.2

It is assumed that the system is a system

the intersection of the system is a system

Character: The proposed model for the system is

which is a system of the system

with respect to the system

The proposed model for the system is

which is a system of the system

which is a system of the system

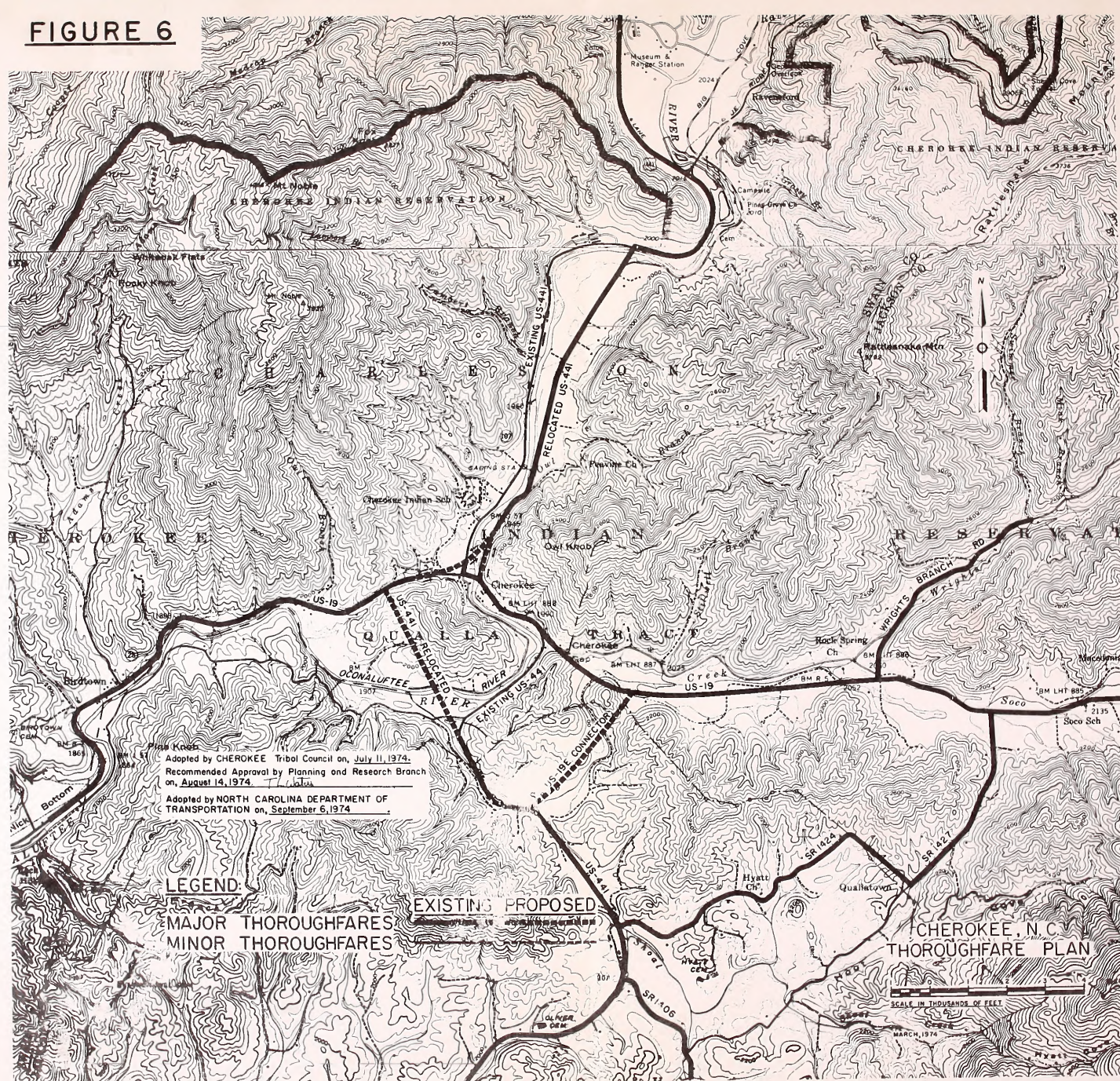
will be a system of the system

which is a system of the system

To the proposed model for the system is

the system has two alternative alignments:

FIGURE 6



TYPICAL STREET CROSS SECTIONS

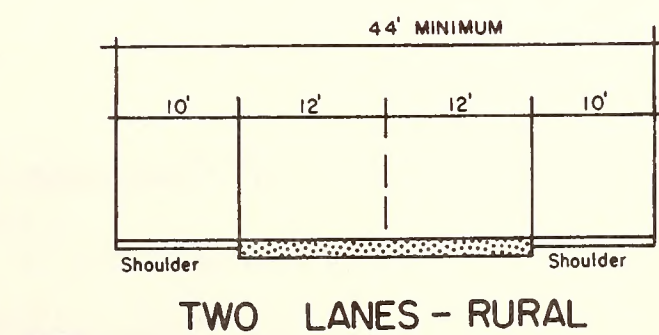
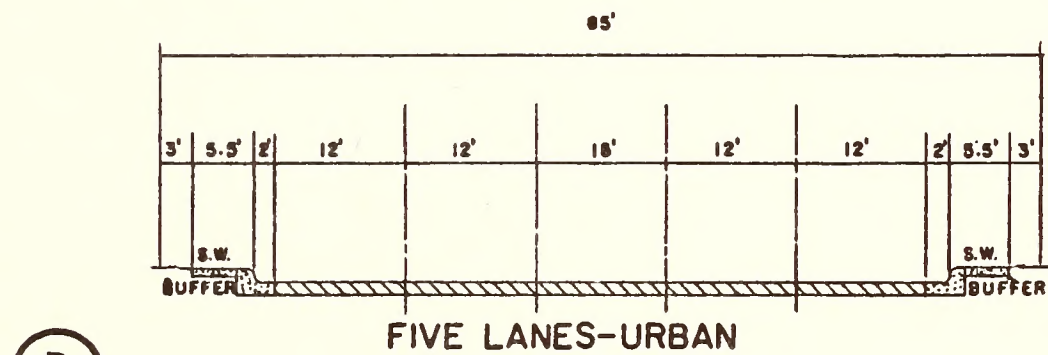
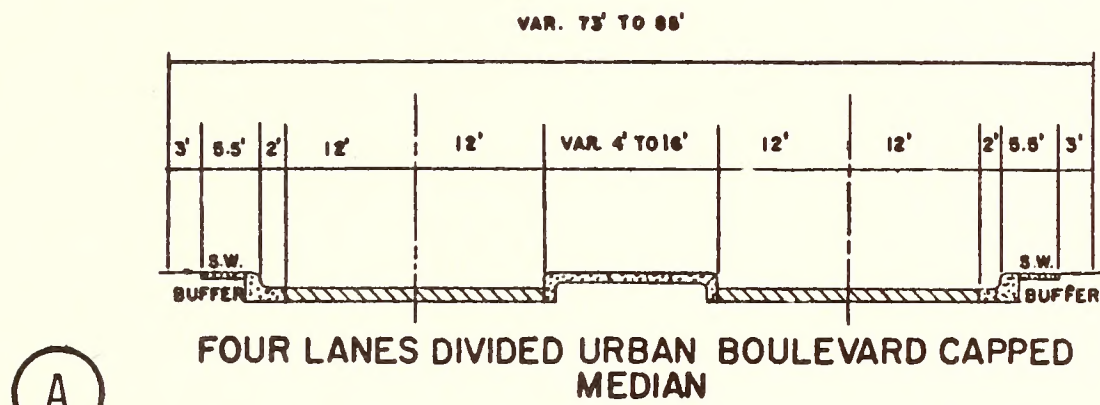


FIGURE 7

1. Along the Oconaluftee River Bank behind the school.
2. Along the general alignment of existing SR 1348 in front of the school.

U.S. 441 south of Cherokee is scheduled for improvement under State Highway Project 6.803581. The project will widen the existing two-lane roadway to a 68-foot, face to face of curb section, cross section B in Figure 7, from Gateway in Jackson County to U.S 19 at a point approximately 0.5 mile west of the present U.S. 19 - U.S. 441 intersection west of Cherokee. The project will also include a U.S. 19 East Connector connecting existing U.S. 19 east of Cherokee to the proposed U.S. 441 project.

Functional Classification of Streets and Highways

The recommended thoroughfare plan for Cherokee (Figure 6) consists of the following functional classifications of existing and proposed streets and highways.

Major Thoroughfares

1. U.S. 19
2. Proposed U.S. 441 north and south of Cherokee
3. Proposed U.S. 19 - U.S. 441 connector southeast of Cherokee
4. Wrights Branch Road
5. SR 1427 - SR 1424
6. SR 1406

Minor Thoroughfares

1. Existing U.S. 441 north of Cherokee between U.S. 19 and the proposed U.S. 441 relocation.
2. Existing U.S. 441 south of Cherokee between U.S. 19 east and the proposed U.S. 441 relocation.

Design Requirements

Design requirements for thoroughfares vary according to the desired capacity and level of service to be provided. Thus, universal standards to be followed in the design of thoroughfares are not practical and each street section must be individually analyzed.

The level of service is a function of the ease of movement experienced by motorists using the facility. The ability of a motorist to drive at a desired speed is dependent upon the physical design of the street; the amount and character of traffic control devices; the influence and character of traffic generated by abutting property; and imposed speed restrictions. The level of service is generally indicated by the over-all travel speed¹ experienced by traffic. Recommended minimum levels of service for thoroughfares included in the proposed Cherokee Thoroughfare Plan are given in Table 44.

TABLE 44
DESIRABLE LEVELS OF SERVICE FOR THOROUGHFARES
CHEROKEE PLANNING AREA

Facility	Overall Travel Speed During Peak Traffic Conditions
<u>Major Thoroughfares</u>	
U.S. 79	45-55 MPH
U.S. 441	45-55 MPH
U.S. 19-441 Connector	45-55 MPH
Wrights Branch Road	35 MPH
SR 1427 - SR 1424	35 MPH
SR 1406	35 MPH
<u>Minor Thoroughfares</u>	25-35 MPH

¹The overall speed is the total distance traveled divided by total time required, including all traffic delays.

There are many factors which influence the traffic capacity of a street; i.e., the number of vehicles that a street can accommodate. Typical capacities for various street cross sections are related here for general guidance. Table 45 indicates typical capacity standards for various types of facilities in terms of vehicles per hour per lane and for a 24-hour period. These design volumes are based on average traffic characteristics including 20 percent turning movements at principal intersections, 10 percent truck volumes, and approximately 50 percent green time at signalized intersections. The 24-hour volumes assume that the peak hour comprises 10 percent of the daily total with 60-70 percent of the peak hour traffic in one direction.

TABLE 45

TYPICAL CAPACITY DESIGN STANDARDS

Facility	Practical Capacity ^a	
	Vehicles Per Hour Per Lane	Vehicles Per Day
Two Lanes Plus Parking		
Two-way	400-500	5,700-8,200
One-way	450-600	10,000-13,000
Four Lanes, No Parking		
Two-way	450-550	13,000-18,500
Two-way with special measure	600-800	17,000-26,000

^aThese typical capacities are based on average traffic flow characteristics with 10 percent of the 24-hr. volume occurring during the peak hour and with 6-70 percent of the total peak hour flow being in the predominant direction. For intersections the green time has been assumed at 50 percent.

Specific cross section recommendations for the thoroughfares included in the proposed Cherokee plan are listed in Table 46. Typical cross sections are shown in Figure 7.

TABLE 46

CROSS SECTION RECOMMENDATIONS

Facility	Existing		Recommended Cross Section
	Width	ROW	
Major Thoroughfares			
1. U.S. 19			
West P.A.B. ^a - U.S. 441 Relocation	20'	60'	Adequate
U.S. 441 Relocation - Existing 441	20'	60'	B
Existing U.S. 441 - Existing U.S. 441	50'	60'	Adequate
Existing U.S. 441 - East P.A.B. ^a	20'	60'	B
2. U.S. 441 Proposed			
U.S. 19 ^a - South P.A.B. ^a	18-20', ^b	60', ^b	B
U.S. 19 ^a - North P.A.B. ^a			A
3. U.S. 19 - U.S. 441 connector (Proposed)			C
4. Wrights Branch Rd.	NA ^C	NA ^C	Adequate
5. SR 1427 - SR 1424			
U.S. 19 - SR 1424	18'	NA ^C	Adequate
SR 1427 - U.S. 441	18'	NA ^C	Adequate
6. SR 1406	12'	NA ^C	C
Minor Thoroughfares			
1. Existing U.S. 441 North of Cherokee	20-22'	NA ^C	Adequate
2. Existing U.S. 441 South of Cherokee	20'	60'	Adequate

^aP.A.B. - Planning Area Boundary^bWhere Existing^cNA - Not Available

Implementation

There are several tools which are recommended for implementation of the thoroughfare plan. They are as follows:

State-Local Government Adoption of the Thoroughfare Plan

Chapter 136, Article 3A, Section 136-66.2 of the General Statutes of North Carolina provides that after development of a thoroughfare plan, the plan may be adopted by the governing body of the municipality and the Board of Transportation as the basis for future street and highway improvements in and around the municipality. Once the thoroughfare plan is mutually adopted, negotiations will begin to determine which of the existing and proposed thoroughfares will be a Board of Transportation's responsibility and which will be a municipal responsibility. Facilities which are designated a State responsibility will be constructed and maintained by the Division of Highways of the North Carolina Department of Transportation; however, the municipality will share in the right-of-way costs with the municipality's share of the cost to be determined at time of construction.

Subdivision Control

A subdivision ordinance requires that every subdivider submit to the Town a plot of his proposed subdivision. Certain standards must be met by the developer before he can be issued a building permit to construct his development. Through this process it is possible to reserve or protect the necessary right-of-ways for projected streets which are a part of the thoroughfare plan and to require street construction in accordance with the plan.

Official Street Map

A municipality may, through special enabling legislation, adopt an official street map which indicates both existing and future street lines. No new construction or reconstruction of structures would be permitted with the designated future street lines. This would over a period of time, reduce the cost of additional right-of-way along densely developed thoroughfares which will require widening at some future date.

Zoning

A zoning ordinance can be beneficial to thoroughfare planning in that planned locations of various land uses and planned densities of dwellings can be realized. This provides a degree of stability on which to make future traffic projections and to plan streets and highways.

Other benefits of a good zoning ordinance are: (1) the establishment of standards of development which will aid traffic operations on thoroughfares; (2) the minimization of strip commercial development which creates traffic friction and increases the traffic accident potential; and (3) the requirement for provision of off-street parking by new developers with the purpose of eventual prohibition of all curb parking on major thoroughfares.

17. Land Development Plan (Built Up Areas).

The Cherokee Village Land Development Plan provides proposals as to how land should be used as expansion and development occur within the planning area during the next twenty-year period.

The land development plan holds no legal status, but does serve as the basis for more definitive legislative and administrative measures such as subdivision regulations, housing code compliance programs, zoning, and utility extension policies. The plan should serve as a guide for both public and private development within the planning and development area. As technical, sociological, and economic changes occur within the subject planning area, the land development plan should be modified and revised as such changes warrant.

Future land uses within the Cherokee planning and development area are grouped into seven major categories--residential, commercial, industrial, governmental, semipublic, vacant, and land within the floodplain. These classifications were used on the land development maps to insure flexibility and simplicity in the plan.

As discussed earlier in this plan, there is sufficient data available to make meaningful long-range population projections for the Eastern Band of Cherokee Indians. As noted in the chapter on housing, development of some of the mountainous areas would involve an influx of Cherokees wanting to return to the Reservation and is contingent upon the availability of the necessary utilities. The policy decisions of the Cherokee Planning Board and the Cherokee Tribal Council concerning roads and utilities in these areas will largely determine the rate of in-migration and growth.

Necessarily, this plan places greater emphasis upon locational standards for future development than upon quantitative standards or exactly how much land will be needed. Locational standards

enforced through a zoning ordinance would enable the Tribe to bring about compatibility among different existing land uses. Likewise, locational standards reflected in a zoning ordinance will allow the Eastern Band of Cherokee Indians to protect a very valuable resource - its scenic undeveloped mountains and waterways.

Built Up Area Descriptions

The built up area is described as the land along U.S. Route 19 east of Cherokee Gap through Soco Valley up to and including Holiday Inn Travel Park Campground (Maps 19 and 20).

Lands west of Cherokee Gap along U.S. Route 19 through and including the main village of Cherokee (here a portion of highway serves U.S. Route 441 as well as U.S. Route 19.) is shown on Map 18.

Lands along U.S. Route 441 from the Great Smoky Mountains National Park boundary south to its intersection with U.S. Route 19, (Route 441 parallels the Oconaluftee River) Map 18.

Lands along N.C. Route 1368 (locally known as the "Back Side of the River or Acquoni Road) from its intersection in Cherokee Village with U.S. 441 and U.S. 19 going north up to the third bridge crossing of the Oconaluftee River (or up to and including Saunooke Motel) Map 18.

Classifications

The categories of land usage for the built up area are primarily based on a functional classification, that is, according to their function in serving man's needs and well being.

- a. Residential - The predominant use of the structures on the land is devoted to the housing of individuals,

families, and groups of people. This category includes structures containing one or more dwelling units, including single and multiple-family household units, mobile homes and mobile home parks.

- b. Commercial - Establishments which supply commodities and/or services to the general public. Any activity dealing in retail or wholesale trade or establishments of a business character which supply general needs of an intangible nature to the public.
- c. Industrial - Establishments which are engaged in the manufacture or storage of tangible products. Those activities which are engaged in the processing or fabrication of raw materials or production of commodities or materials.
- d. Governmental - Structures which are predominantly used for services or activities that are financed by federal, state, local, or Tribal funds. In the case of the Eastern Band of Cherokee Indians governmental includes schools, hospitals, clinic, civic center, community services, post office, sales office for fishing permits and a conglomerate array of structures utilized by the different departments of the Tribe, the Bureau of Indian Affairs, and the Public Health Service. Included in this category is government housing for Bureau of Indian Affairs personnel and for U.S. Public Health Service personnel.
- e. Semipublic - Includes such land uses as: (a) social and cultural activities, (b) churches, and (c) utilities.

These facilities provide for the physical, mental, and spiritual development and cultural enlightenment of the Reservation citizens.

- f. Floodplain - The floodway designation shows that portion of the river bank which should be left undeveloped to allow for the safe passage of flood waters. The adverse effects of development in the flood fringe, the remaining portion of the floodplain, can be minimized by adequate floodproofing and zoning use restrictions.
- g. Vacant Land - Those areas of land on which a functional use is not evident except farming, pasture, and undisturbed lands. This classification also includes rivers, streams, roads, and some forested lands. These parcels are scattered throughout the built up areas of Cherokee and a few large holdings occur along the periphery.

LAND
BUIL

EAST
OCO



MAP 18

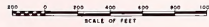


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LAND DEVELOPMENT PLAN BUILT-UP AREAS

EAST AND WEST SIDES OF THE
OCONALUFTEE RIVER

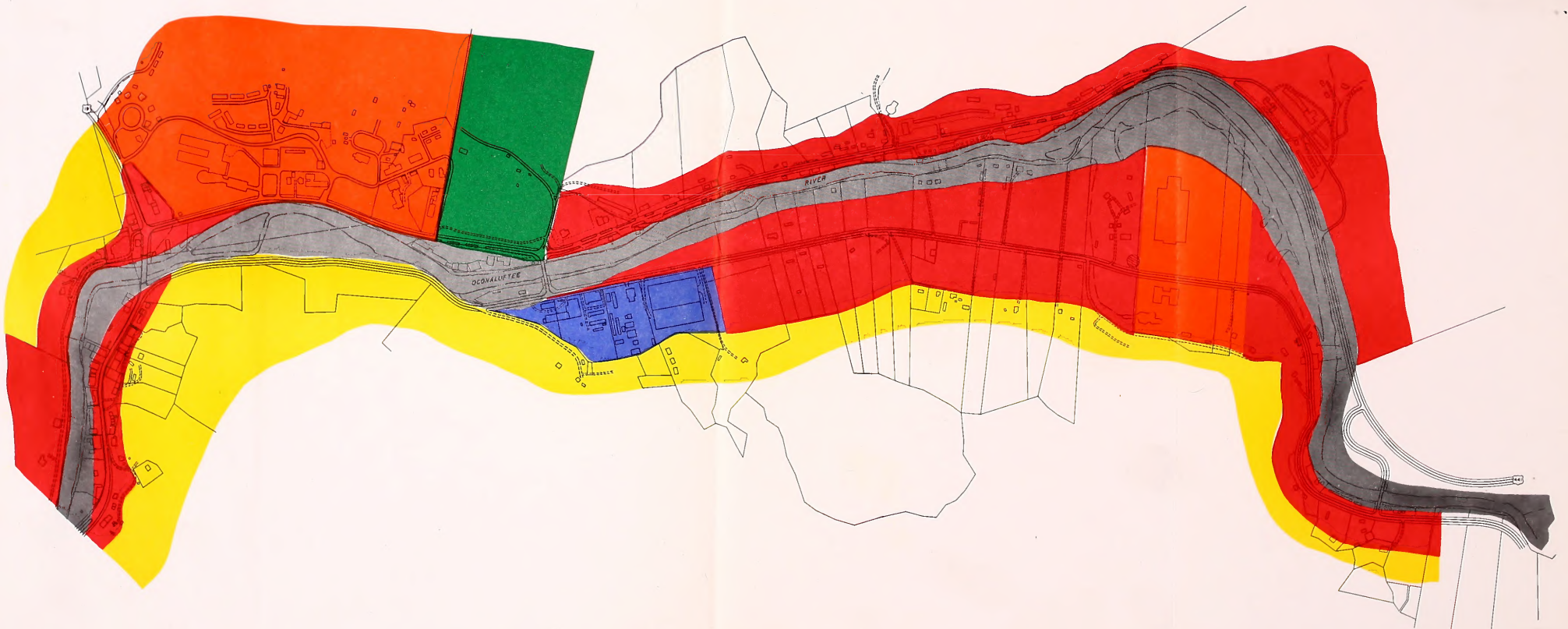


MAP 18



LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  SEMI-PUBLIC
-  GOVERNMENTAL
-  INDUSTRIAL
-  FLOODWAY



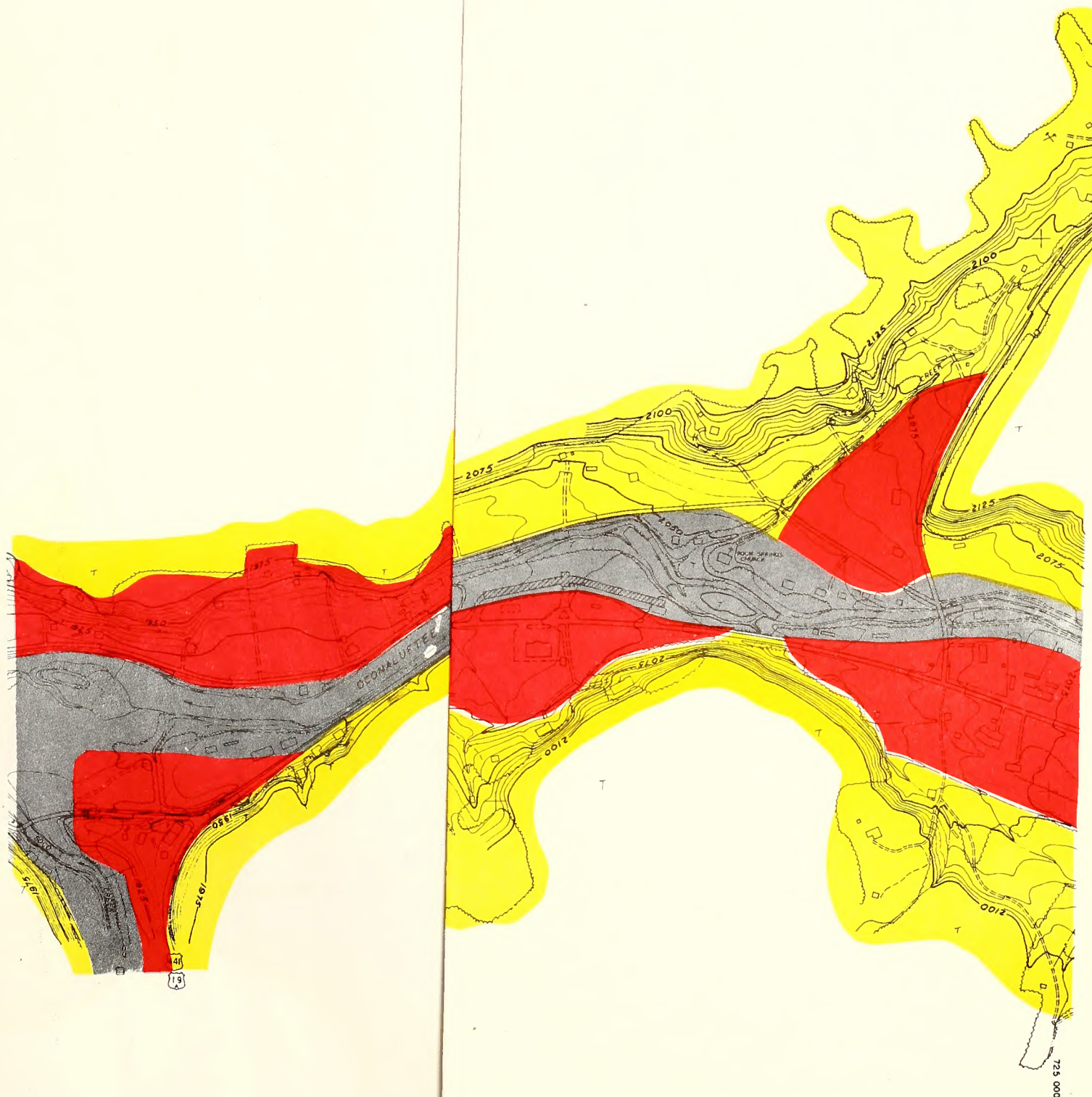
LAND DEVELOPMENT BUILT-UP AREAS

SOCO VALLEY - W

200 0 200 400 600 800 1000

SCALE IN FEET

MAP 19



LAND DEVELOPMENT PLAN
BUILT-UP AREAS

SOCO VALLEY - WEST

SCALE IN FEET



MAP 19

LEGEND

- RESIDENTIAL
- COMMERCIAL
- SEMI-PUBLIC
- GOVERNMENTAL
- INDUSTRIAL
- FLOODWAY

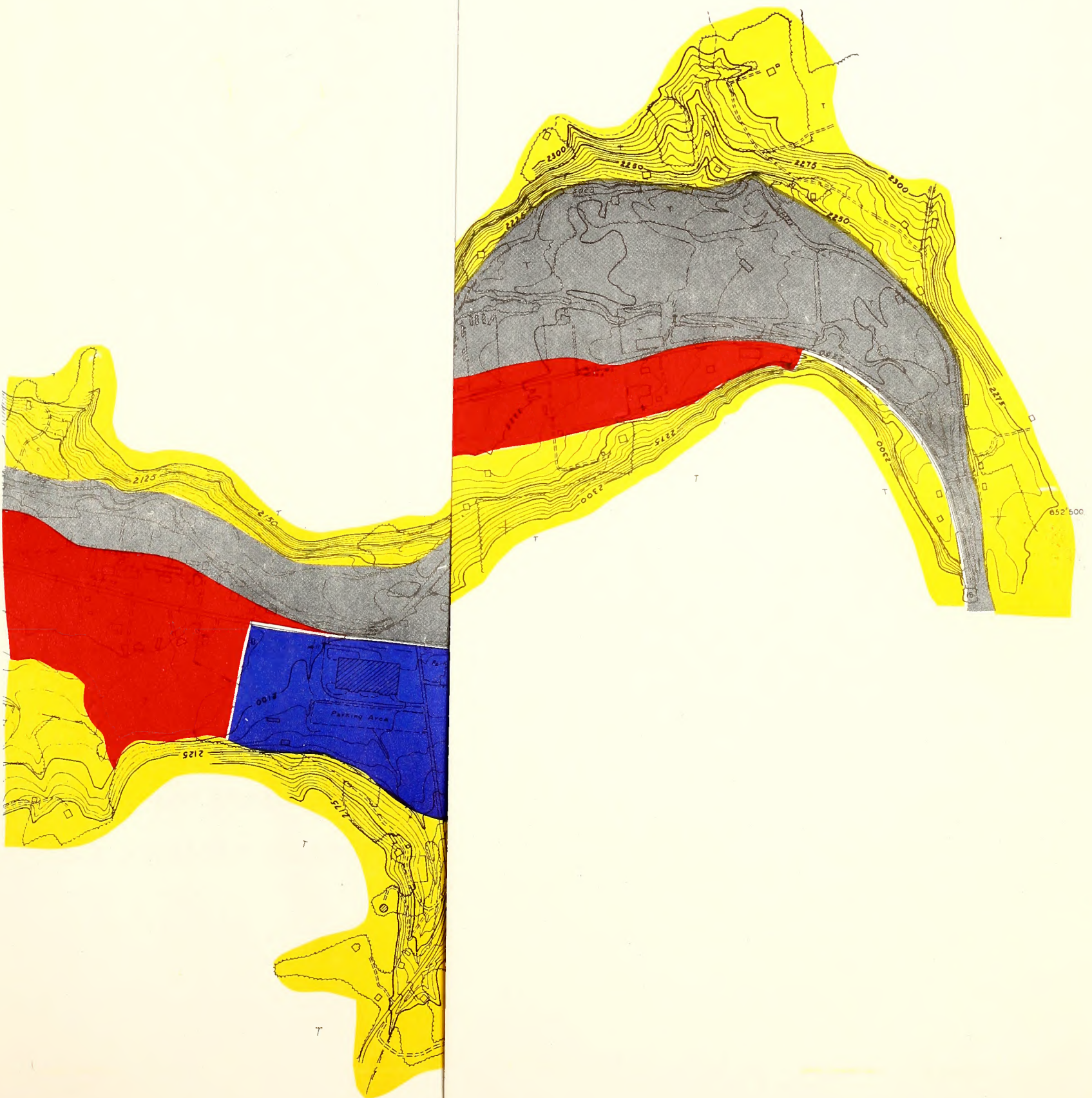


LAND DEVELOPMENT BUILT-UP AREAS

SOCO VALLEY - EA



MAP 20



LAND DEVELOPMENT PLAN BUILT-UP AREAS







SOCO VALLEY - EAST

0 200 400 600 800 1000
SCALE OF FEET



MAP 20

LEGEND

-  RESIDENTIAL
-  COMMERCIAL
-  SEMI-PUBLIC
-  GOVERNMENTAL
-  INDUSTRIAL
-  FLOODWAY



Implementation

A land development plan is of value to a community only if it is put into effect. Maps, charts, and published reports are of little use unless they serve as an effective guide for both public and private decisions which fashion the community. Perhaps the most important part of the Cherokee Planning Board's job will be the determination of the means of enforcing the plan. There are several legal methods of realizing proposals in the land development plan. Mere adoption of the plan by the Planning Board and Tribal Officials will not accomplish the purposes for which planning is authorized.

Essential to the achievement of community goals is the implementation of the proposals by all available means, including:

- (1) Subdivision Regulations
- (2) Zoning Ordinance
- (3) Code Enforcement
- (4) Community Acceptance and Cooperation.

Subdivision Regulations

The control of land subdivision is the means by which possessory land development can be brought into conformity with the land development plan and the public interest. These regulations establish minimum standards of design and construction for all new land development, including both possessory and Tribal improvements. They provide the guide by which the planning board and municipal officials equally and fairly may appraise all proposed plats for subdivision. Subdivision regulations also

provide the land developer with a guide to the prerequisites of land subdivision that will meet the approval of the Planning Board and Council.

These controls are necessary if orderly, economical, and sound development is to be achieved. Through the enforcement of such regulations, the design and quality of any future subdivisions will be improved, resulting in better living conditions and greater stability of values for the individual possessor holder. Such controls over land subdivision will insure the installation of utilities that may be economically serviced and maintained, a coordinated road system, and sufficient open spaces for recreation and other public services.

Zoning Ordinance

Zoning is one of the legal devices used to implement the plan. It is not a complete device in itself, but is used in conjunction with other control measures. Zoning divides a subject area into districts corresponding to the intended use of the land as recommended by the land development plan. It specifically defines the purpose of each district and explicitly prohibits future or intended uses within the district that do not conform with its purpose. To accomplish this, zoning restricts the location, height, bulk, and sizes of buildings and structures. Further restrictions include the density of population and the use of buildings, structures, and open spaces. Violation of these restrictions is a misdemeanor. It is essential that a zoning ordinance be enforced as written on a consistent basis. An inconsistent enforcement program or the indiscriminate granting of variances or "favours" may be of such harm that the local

government would be just as well off without the zoning ordinance.

There is a great need for zoning in all urbanized areas in order to preserve the quality of environment and to prevent low quality development. Government units seem to realize too late the need for regulation of land use.

Code Enforcement

In communities where honest attempts are being made to upgrade the quality of structures and general living conditions, a good code enforcement program is essential. Codes are governmental requirements placed on private uses of land to protect the occupants from the hazards of living and working in unsound, unhealthy, or otherwise dangerous structures.

The workable program for community improvement (a requirement for many federally supported programs) requires that the basic codes of building, housing, plumbing, electrical and fire prevention be officially adopted and enforced. A system of codes functions only if accompanied by an inspection system. Inspection of only new buildings does not meet the overall requirements set forth in the workable program which also includes the inspection of existing structures.

The purpose of the building code is to protect people from the hazards of structurally unsound buildings. In contrast to the zoning ordinance, which divides the community into districts with different regulations for each, the building code is uniform in character and is applied to the community as a whole. The same is true of the other municipal codes such as plumbing and electrical codes, all of which are concerned with the public health, safety, and general welfare of the people. While the codes are

not derived from the land development plan as are zoning and subdivision regulations, they are created to serve the people in the same way as the comprehensive plan.

Community Acceptance and Cooperation

Citizen participation is undoubtedly one of the most important factors in determining the success of the land development plan. An informed citizenry that is willing to work to achieve the goals set forth in the comprehensive plan is a tremendous asset. A citizenry which refuses to become informed about the needs of the community and support the programs designed to achieve the community goals can make shambles of the best intentions of the planning board and the Tribal government. Perhaps the worst enemies to progress are those people who reject progressive movements because they are either uninformed or content with existing facilities.

Successful citizen participation could be achieved through a public education program designed to inform the community at large of the various purposes and reasons behind the actions of both the planning board and the Tribal government.

Experience has shown that such a public information program yields a valuable sounding board from which valid suggestions and criticism usually result. Thus, these suggestions can be integrated into the future goals and plans of the Eastern Band of Cherokee Indians.

CHAPTER V

NEEDS ASSESSMENTS, GOALS AND OBJECTIVES

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2.	Objectives	361
3.	Goals.	365

CHAPTER V

Needs Assessment, Objectives and Goals

1. Needs Assessment

In the past two decades the development of the economy of the Eastern Band of Cherokee Indians has been extraordinary. From being in a position so low as to be actually suffering, they have risen to a position of being an example in economic development for rural communities. This does not mean that the Cherokees are on equal ground with their neighbors or that they are anywhere near equal in economy with the state or national averages, but they are under a transition of incredulity. The preceding chapters serve to describe the basis of the present economy and to point out characteristics of the Tribe and Reservation, how they developed and probable future trends. Although accomplishments are many and great, the Cherokees have only brought themselves out of a state of near starvation and total dependency to a stage where the Tribe has a sound base for planned future development.

The Tribe's Overall Economic Development Program requires an assessment of needs and opportunities based on:

- a. Tribal members views of needs and priorities.
- b. Needs of Tribal sub-structure organizations.
- c. An adequate Tribal profile information system.

By the interaction of these three major activities, the following list of needs were established:

1. Needs

- 1). Adequate industrial site to house existing and new industry.
- 2). A golf course and winter activities facilities.
- 3). Improved job skills.
- 4). Training for Tribal members to enable them to operate their own businesses.
- 5). Assistance for Tribal members in planning for the development of their property.
- 6). Studies for existing and future land-use planning.
- 7). Thoroughfare plans for the area.
- 8). Recreation and service facilities for the Snowbird and Cherokee County areas of the Reservation.
- 9). New hospital facilities.
- 10). Increased business development.
- 11). Industrial development.
- 12). More jobs and better pay for existing jobs.
- 13). Better traffic circulation.
- 14). Land use controls.
- 15). Expanded water and sewer systems.
- 16). Off-Street parking.
- 17). Picnic area, parks and recreation areas.

- 18). Adult education.
- 19). Decent housing for all segments of the population.
- 20). Girl Scouts and Boy Scouts Organization.
- 21). Museum/Cultural Center/Festival Grounds.
- 22). Manufacturing Plant for Warrior's Woodcraft.
- 23). Training for job improvement.
- 24). Expanded facilities at Boundary Tree complex.
- 25). Entrance Signs.
- 26). Fact finding analysis.
- 27). Year-round employment.
- 28). Long and short-range planning.
- 29). Public Restrooms.
- 30). Public relations and tourist promotion.
- 31). Gravel for driveways.
- 32). Road improvements.
- 33). Senior citizen Housing.
- 34). Middle-income rental housing.
- 35). Additional land.
- 36). New fire station.
- 37). New police station.
- 38). Service Center for Indian Businessmen involved
in service enterprises.
- 39). Sidewalks.
- 40). Warning and regulatory signs.
- 41). Specific industrial development oriented towards
employment of male members of the Band.

- 42). Non-tourist related commercial development
(stores and services).
- 43). Diversified Tribal revenue producing sources.
- 44). Managerial Training.
- 45). Increased educational achievement.
- 46). Business that takes advantage of the elevation
and view.
- 47). Vacation cottages for tourists.
- 48). Game reserves and management.
- 49). Cooperative purchasing practices.
- 50). Radio Station.
- 51). Educational Television.
- 52). Cultural Preservation and development.
- 53). Playhouse (little Theater).
- 54). Tribal Cemetery.
- 55). Bicycle Paths.
- 56). Movie Theatre.
- 57). Bowling Alley.
- 58). Ski Resort.
- 59). Re-develop Agriculture potential.
- 60). More recreation activities for tourist and
local population.

Some of these needs had priority status and were taken on as programs and projects. The status of those prioritized needs is listed in Section 7 of Chapter II. Many have only begun and others are on-going needs. A priority list based on these needs appears in Chapter VI.

2. Objectives

Whatever the degree of needs or the level of the Tribe's problems, the objectives of the Tribal Council seek to represent the final level of concern for the need or problem. Once an objective has been established by the Council, then plans of action, i.e., statements of action required to change the circumstances or situations which are related to the needs or problem causes in order to reach the desired objective, can be developed.

The Eastern Band of Cherokee Indians has created both long-term and short-term objectives. Those of short-term are measurable, realistic and include an element of time constraints. The long-term objectives are broader in concept and take longer to achieve they require a greater number of, or step-phased goals:

Long-Term Objectives

- a. To provide a decent job for every person on the Reservation (and those enrolled members who wish to return) who is willing to work and is actively seeking a job; thereby improving the overall economic condition of every family and person.
- b. To provide a decent home for every member of the Eastern Band of Cherokee Indians. The Mutual Help Housing Program has brought the Cherokees a long way in housing standards but needs to continue for many years. This objective is particularly directed at the low and moderate-income families with emphasis to the special needs of the

elderly and handicapped.

c. To provide sanitary and safe water and sewer service to every home on the Reservation and to adequately supply businesses and industry. All of the present systems are operating beyond designed capacity and therefore there is a critical urgency to proceed with expansion goals that will meet this objective. The scattered location of housing will make it financially unfeasible to extend public services to all but the more concentrated areas for the first phases.

d. To adequately provide for all of the health needs of the members of the Eastern Band of Cherokee Indians and their families, not only those on the Qualla Boundary and 3200 Acre Tract, but those who are residing on the Graham Tracts and those on the Cherokee County Tracts. This objective is intended to include in-patient, out-patient and the environmental health needs.

e. To raise the training and education level of the members of the Eastern Band of Cherokee Indians to that equal to or above the national average.

f. To preserve, stimulate and encourage growth of tribal tradition and culture by providing permanent grounds and facilities where the Cherokee ethnic traditions can take place and culture values of the Tribe can flourish.

g. To substantially provide for all the social needs of the members of the Eastern Band of Cherokee Indians and their families and to increase the opportunities of social

participation for the tourists.

h. To protect, preserve and improve the environment of the entire Cherokee Reservation.

Short-Term Objectives

a. To provide automobile and service vehicles a means of access to every home on the Reservation by improving driveways. In a sense this is a long-term objective due to the terrain and underground springs which cause long-term maintenance, once the minimal improvements are completed. It is important to the general welfare of the Cherokees that they be provided with fire, police, rescue squad, and school bus service and that these vehicles are able to get to the homes to carry out their functions.

b. To provide protection and fire prevention to every home, business and industry on the Cherokee Reservation. This objective includes a long-term plan to construct and equip one main fire station and a number of sub-stations where the problem of getting through the tourist traffic will be minimized.

c. To provide adequate recreation facilities throughout the Reservation. Existing recreation facilities are insufficient in number and quality. Indian-type recreation activities are nominal and are in need of being restored and increased in numbers. The tourists complain of "nothing to do but shop". Expanded recreation opportunities would greatly help the economy.

d. To provide public restrooms for residents and the visiting public. There are presently no restrooms for the public other than those located in offices or businesses. This will be an element that will have to be considered each year in the planning process so that as growth takes place, these convenience stations will proportionately grow in numbers.

e. To develop industrial and business potentials to their fullest extent.

f. To create a total planning and development program and implement its guidelines to assure orderly growth.

g. To anticipate and provide for before their occurrence, any energy shortages.

h. To increase the management capabilities of the Tribal government and its sub-structure organizations.

i. To substantially increase the quantity and quality of businesses and industries.

j. To provide all of the needed community facilities as the Reservation develops, at a balanced rate.

k. To promote public relations and tourism development.

l. To continue the program of comprehensive research, planning and development.

3. Goals

Having once determined the Tribe's need and establishing the objectives desired, the Tribal Council creates goals as the means of obtaining its objectives. These goals are intended to be the quantifiable and measurable activities of the program. The list of goals is not complete nor is it in any prioritized order and, it will continue to change. It is, however, out of this list that the priorities and work program are formed.

- 1). Improve 200 driveways the first year of a three-year program, 200 driveways the second year, and 200 driveways the third year. Because most of the 1,263 homes on the Reservation are connected to collector roads by muddy trails and makeshift roads that are in deplorable condition, improvements only in the nature of making them passable will be made a first.
- 2). To install water and sewer lines and facilities for the Adams Creek project and the Goose Creek subdivision so the construction of additional housing can proceed.
- 3). Begin construction of 65 unit low and moderate-income rental housing project on Adams Creek in Birdtown.
- 4). Continued construction of Mutual Help Housing and proceed with the Goose Creek subdivision as soon as possible.

- 5). Continue the planning and begin construction of water and sewer lines and facilities, on the main public systems.
- 6). Continue the land purchase program to provide house sites for those Tribal Members who are without land, and purchase land to be set aside for industry.
- 7). Begin construction of housing for the Senior Citizens on the tract of land behind Boundary Tree Lodge.
- 8). Complete construction on the Community Building and clinic in Snowbird, begin construction on the Community Building and clinic in Cherokee County, continue planning and begin construction on the new hospital and clinic on the Qualla Boundary and expedite the services which are to be provided in these structures.
- 9). As funds permit, continue the development of the Riverwalk Park. Some landscaping is considered the next step.
- 10). Complete construction of the Warrior's Woodcraft manufacturing plant as soon as possible. Continue with an intensified program of economic development with new and expanded industry and small businesses.
- 11). Continue the expansion of facilities at the Tribal owned Boundary Tree Lodge that will serve the guests and the Senior Citizens housing behind the complex.
- 12). The execution of a search for funds to restore the Old Council Grounds with paved parking spaces,

underground wiring, walkways, benches, restrooms and permanent buildings.

- 13). Seek funds for additional sidewalk construction, from the East End Restaurant to Frontierland and other areas.
- 14). To complete the construction of the Entrance signs and to beautify the general area of each of the four entrances.
- 15). Construct public restrooms at strategic places on the Reservation.
- 16). Construct a new fire station and police station.
- 17). Establish both a Girl Scout and a Boy Scout program on the Reservation.
- 18). Obtain land and construct a golf course.
- 19). Provide management and job skills training.
- 20). Construct a theater.
- 21). Construct a bowling alley.
- 22). Continue the planning for the Reservation.
- 23). Provide more jobs & increase pay scales of existing jobs.
- 24). Provide more parking, off-street.
- 25). Increase number of parks, picnic areas and recreation areas.
- 26). Develop winter job producing businesses.
- 27). Develop service center for Indian Businessmen involved in service enterprises.
- 28). Secure needed warning and regulatory road signs where needed.

CHAPTER VI
PROGRAM AND PROJECT SELECTION

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CHAPTER VI

Program and Project Selection

1. Selection Process

One of the most difficult tasks in planning and development is deciding on priorities. The approach taken by the Eastern Band of Cherokee Indians is based on value judgments which are made after taking into account

- a. The magnitude of needs or problems
- b. Its amenability to solution
- c. Social, cultural and political considerations
- d. Cost involved and resources available.

These value decisions are made only until maximum information and understanding is obtained. The process involves maximum participation by Tribal members and concerned groups. The oneness of Tribalism, the belonging to and the communal ownership felt by Tribal members is considerably more conducive to participation in the decision process of program and project selection.

The Planning staff utilizes feedback information and expression of preferences by Tribal members constantly to correct generalizations about preferences and to revise program and project elements for the considerations of the Planning Board and Tribal Council.

In selecting the priorities, the Cherokee Tribe uses a somewhat different approach. Instead of the usual rigid approach in which a single list of proposed program and

project activities are listed by priority. The Tribal Council prefers a more workable process. Three major priority lists are developed in the categories of (1) Services, (2) Recreation, (3) New facilities. These three major categories are not established by priority but the listings under each one is prioritized. By experience, this system gives more flexibility in ordering activities into appropriate sequence to attain an objective.

2. Priority List

I. Services

1. Sewage Treatment Expansion
2. Planning for a New Hospital
3. Housing for Senior Citizens
4. Promotion of Boys' Scout and Girls' Scout Organizations on the Reservation.
5. Public Rest Rooms.

II. Recreation

1. Theater construction - Boundary Tree
2. Bowling Alley Construction - Boundary Tree
3. Golf Course Planning & Development
4. Continued Planning and Development for a Potential skiing operation.
5. Development of Riverwalk Park.
6. Active Recreation facilities for each Tribal Community

III. New Facilities

1. Construct Fire Station & Police Station
2. Development of Tribal Ceremonial Grounds
3. Construct a Library
4. Planning and Development of a Service Center for Indian Businessmen involved in service enterprise.
5. Additional sidewalk construction.
6. Gravel for access roads, (and paving where feasible).

WORK PROGRAM

This section briefly describes the elements of the priority list and identifies where these elements were discussed publicly and in what Tribal documents in which some type of reference is made regarding the work element, estimated cost of the project and potential source of funding.

Services - (By Priority)

1. Sewage Treatment Expansion

- a. Construction and expansion of Water and Sewer Lines and Facilities. The "201" planning is currently being performed. Because the present facilities are now operating beyond designed capacity, it is urgent that this project proceed as quickly as possible.

Planning Costs	\$ 16,000
Facilities Construction	2,000,000
Water and Sewer Lines	\$1,000,000
	<u>\$3,016,000</u>

Overall Economic Development Plan Update, 1975
Population and Economy Study, 1974
Land Use Analysis, 1974
Initial Housing Study, 1974
Land Development Plan, 1976
Qualla Housing Authority Meetings, 1971-76
Planning Board Meetings, 1971-76
Tribal Council Meetings, 1971-76

- b. Water and Sewer Lines and Facilities for Two Birdtown Housing Projects. Housing is critically needed for the Cherokee Indians and these two projects cannot begin until the water and sewer facilities are first provided
- a. Adams Creek - Low and Moderate-income rental units, HUD 236 Project 65 Units.

b. Goose Creek - Subdivision for Mutual Help

Houses - 49 Units Estimated construction costs:

CDBG Funds	\$200,000
USPHS, IHS	200,000
BIA (roads)	50,000 (Tentative)
	<hr/>
	\$550,000

Overall Economic Development Plan Update, 1975
Initial Housing Study, 1974
Land Development Plan 1976
Public Hearings, 1975-76
Planning Board Meetings, 1975-76
Tribal Council Meetings, 1975-76

2. Planning and Construction of a New Hospital in Cherokee

Under the Public Health Service, Indian Health Service, for Tribal Members. The planning costs of an amount of \$500,000 for architect and engineering work has been awarded by Congress and is currently underway. It is estimated that an amount of \$7,000,000 will be appropriated for construction and equipment costs. This project has been in the planning stages for many years and is just now beginning to become a reality.

Health Evaluation Program, 1975
Overall Economic Development Plan Update, 1975
Service Unit Program Plan, 1976-77
Other Program Plans for the last 15 to 20 years.
Health Advisory Board Meetings, (Many Years)
Planning Board Meetings, (Many Years)
Tribal Council Meetings, (Many Years)
Senate Committee Hearings, 1970-76
House Committee Hearings, 1970-76
Program information, Cherokee, Comprehensive Health Facility, 1976

3. Construction of Housing for the Senior Citizens. The

Tribal Council has set aside a tract of land behind the Boundary Tree Lodge for Senior Citizen Housing. The Housing Director has been with HUD to obtain funds for

construction of this 25 unit project. Approval for funding has been received. Estimated Cost is \$500,000.

Overall Economic Development Plan Update, 1975
Initial Housing Study, 1974
Land Use Analysis, 1974
Land Development Plan, 1976
Service Unit Plan, 1976-77
Qualla Housing Authority Meetings, 1973-76
Planning Board Meetings, 1973-76
Tribal Council Meetings, 1973-76
Numerous other Tribal Committee Meetings.

4. Promotion of Boy's Scout and Girls' Scout Organizations on the Reservation.

Promotion of Boy Scout and Girl Scout Organizations is not a hardware element and therefore does not have cost projects.

Planning Board Meetings, 1975-76
Tribal Council Meetings, 1975-76
Community Club Meetings, 1975-76
OEDP Update - 1975

5. Construction of Public Restrooms on the Qualla Boundary to serve Tribal Members and the touring public. Presently there are no "public restrooms" specifically for the general public. One must utilize those of business establishments which usually require purchase in exchange for the privilege. Considering there are an estimated 37,000 tourists a day during the vacation season in Cherokee, on top of the local year-round residents, the need for these facilities is an obvious problem. No means of funding this project is seen presently.

Estimated Project Cost:	\$25,000 for station 1
	\$25,000 for station 2
	<u>\$50,000</u>

Public Hearings, 1975
Planning Board Meetings, 1975
Tribal Council Meetings, 1975
Chamber of Commerce Meetings, 1973-76
Land Development Plan, 1976

Recreation

1.8 2. Theater Construction at Boundary Tree

Bowling Alley Construction at Boundary Tree.

Planning and Development of the Expansion of facilities at the Tribal owned Boundary Tree Lodge complex. A landscape architect has developed a master plan, tennis courts have been constructed and the financial package is being put together which will include a three screen theatre and a bowling alley.

Estimated project cost : \$3,000,000

Overall Economic Development Plan update, 1975
Population and Economy Study, 1974
Market Analysis Study 1973
Chief's Report to the Cherokee
Planning Board Meetings, 1973-76
Tribal Council Meetings, 1973-76

3. Planning and Development of an 18-hole golf course in cooperation with Jackson County, Swain County, and the Eastern Band of Cherokee Indians to serve the entire region. This project is in the beginning planning stages.

Estimated Project cost: \$1,000,000

Overall Economic Development Plan Update, 1975
Planning Board Meetings, 1975-76
Tribal Council Meetings, 1975-76
Chamber of Commerce Meetings, 1975-76
Land Development Plan, 1976

4. Construction of a skiing facility and lodge and a 9-hole golf course at the Bunches Bald-Wolfe Laurel Area. Much of the Planning process has been completed for this project but as yet a source for funding has not been found. Development Costs are estimated at \$3,000,000.

Overall Economic Development Plan Update, 1975
Ski and Golf Course Feasibility Studies, 1970-76
Population and Economy Study, 1974
Land Development Plan, 1976
Market Analysis Study, 1973
Planning Board Meetings, 1967-76
Tribal Council Meetings, 1967-76
Chamber of Commerce Meetings, 1967-76

5. Development of Riverwalk Park. Planning has been underway to develop the island and riverbank area immediately upstream from the downtown Oconaluftee River Bridge into a riverwalk park for a moderately active recreation area. Bulldozing of the Oconaluftee River to build up the Island area has taken place and partial landscaping is currently under way.

Total estimated project costs is: \$550,000

Overall Economic Development Plan Update, 1975
Land Development Plan, 1976
Planning Board Meetings, 1973-76
Tribal Council Meetings, 1973-76
Chamber of Commerce Meetings, 1973-76

This project is expected to be a long-term phased development and extend a considerable distance upstream.

6. Active Recreation Facilities for each Tribal Community.

Planning for Recreation facilities for each Tribal Community will have to take place before project costs can be established and the communities will have to define their needs.

Planning Board Meeting, 1976
Tribal Council Meeting, 1976
Community Club Meetings, 1976

New Facilities

1. Construct a Fire Station and a Police Station.

A new fire station is badly needed as the present facility is considered dilapidated and is in danger of collapse. A police station will need to be constructed on the same site. It is presently housed in the same building as the Fire Department.

Estimated cost: \$500,000

Overall Economic Development Plan Update, 1975
Public Hearings, 1975
Planning Board Meetings, 1975
Tribal Council Meetings, 1975
Community Services Committee Meetings, 1973-76
Community Facility Plans - Current.

2. Restoration, preservation and reconstruction of the historic Council Grounds and associated facilities. Although this Project has no particular urgency, it is one of special importance to the Cherokees as it is the key to the preservation of their ethnic heritage and tradition. No means of funding is available at this time.

Estimated project Cost: \$1,200,000

Overall Economic Development Plan Update, 1975
Public Hearings, 1975
Planning Board Meeting, 1975
Tribal Council Meetings, 1975
Tribal Committee Meetings, 1975
Cherokee One Feather, 1973-76
Community Service Committee Meetings
Public Health Service, Indian Health Service, Environmental Health Meetings Service Unit Plan 1976-77.

3. Construct New Library.

Planning and development of a new library is a new high priority element. Estimated costs are \$300,000.

Planning Board Meetings, 1976
Tribal Council Meetings, 1976
Community Club Meetings, 1976

4. Planning and Development of a service center for Indian

Businessmen involved in Service Enterprises. This enterprise will provide training and business opportunities for low and moderate-income families. The project is still in the Planning stages.

Estimated cost: \$200,000

Overall Economic Development Plan Update, 1975
Planning Board Meetings, 1975-76
Tribal Council Meetings, 1975-76
Population and Economy Study, 1974

5. Continued Construction of Sidewalk. The First phase

has been completed. The second phase will be from the East End Restaurant to Frontierland, about 1/2 mile.

Estimated cost: \$100,000

Overall Economic Development Plan Update, 1975
Community Development Plan, 1975
Planning Board Meetings, 1975-76
Tribal Council Meetings, 1975-76

6. Construct access driveways to housing by means of grading

application of gravel and paving...Many Reservation homes are inaccessible by automobile, fire trucks, rescue squad, police, and ambulance. School buses are particularly unable to service any children in times of bad weather.

Estimated construction costs: (first phase)

CDBG Funds	\$100,000
Bureau of Indian Affairs	70,000
	<hr/> \$170,000

Initial Housing Study
 Public Hearings, 1975-76
 Land Development Plan, 1976
 Planning Board Meetings, 1975-76
 Tribal Council Meetings, 1975-76
 Qualla Housing Authority Meetings, 1971-76
 Land Use Analysis, 1974
 Population and Economy Study, 1974

CHAPTER VII

COUNCIL PROGRAM AND PLAN FOR IMPLEMENTATION

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b. Program Development, Adoption and Implementation386
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CHAPTER VII

Council Program and Plan for Implementation

1. Tribal Council Program for Planning and Development.

Unlike traditional tribal government programs for planning and development, the Cherokee Tribal Council has adopted a process which goes further than the conventional method of planning and development techniques of contemplative, inventory-taking, long-range, goal-setting, and projection process to one of problem seeking, with decision and action orientation which is revelant, reliable and realistic from the point of view of the elected Tribal officials and administrative personnel. The Tribal government, planning, development, and implementation are very deliberately linked closely together.

The process of the program itself cannot solve the Tribe's development problems but provides for a responsive Tribal government system which allows a total program of planning and economic development to progress. In order to achieve maximum planning and development capabilities, the gaps between (1) the development of the program, (2) adoption of the program and (3) effective implementation of the program had to be closed. The following model presents the method used for filling in these gaps. (See next page.)

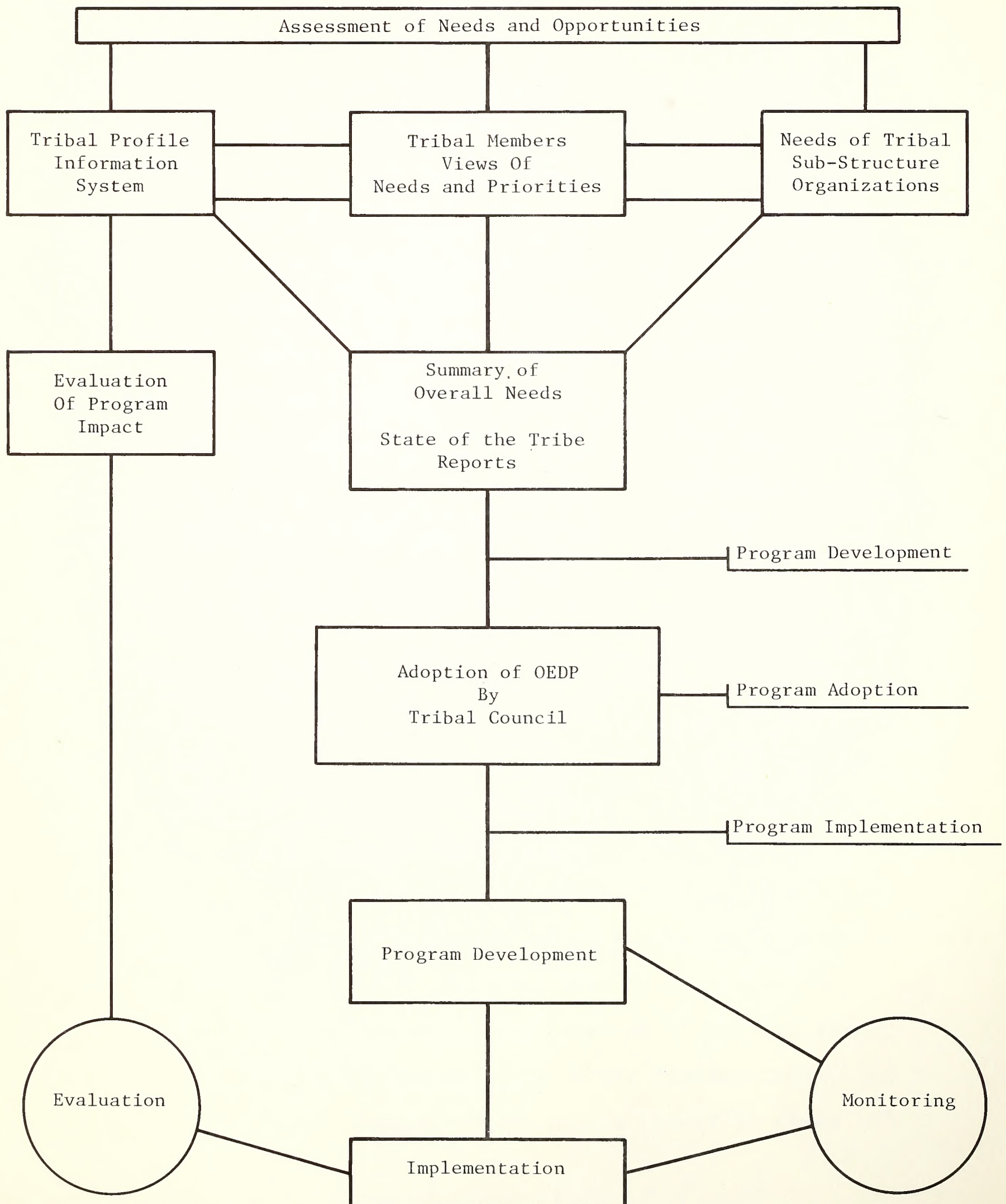
a. Assessment of Needs and Opportunities

The assessment of needs and opportunities in the Cherokee County is based upon three major interacting activities:

- 1) Tribal members views of needs and priorities.
- 2) Needs of Tribal sub-structure organizations.

Chart No. 2

Eastern Band of Cherokee Indians
Overall Economic Development Program Process



(3) An adequate Tribal profile information system.

All available sources of information derived from the activities mentioned is utilized in order that a comprehensive, undistorted profile of the Reservation evolves. The methodology for doing the needs assessment and for using as a basis for the state of the Tribe reports is briefly furnished here:

Tribal Profile Information System

The Tribe needed information about its social, economic, and physical development needs and opportunities. The usefulness of this information for planning, development and decision-making purposes was directly related to the care exercised in collecting and organizing the basic data from various sources including community surveys and interviews with Tribal members. Once the data is collected, it is published in adequate quantity to be accessible and usable by Tribal officials, employees, the various programs, agencies and organizations. (A storage room has been set up to accommodate the large number of publications and the beginnings of the Tribal Government Library.) It needs to be noted here that all elements of the program are an on-going process.

Tribal Member's Views of Needs and Priorities

The Tribal Council uses the citizen involvement-government outreach relationship as an opportunity for achieving a more responsive and effective public decision making process that reflects the needs of its Tribal members. This approach was based on the premise that: 1) Involvement of Tribal citizens is consistent with and a part of the concept of a democratic process. 2) Citizen Involvement helps to overcome frustrations

and alienation thereby increasing the commitment of Tribal members to their community and its well-being. 3) Involvement of the Tribal members can help in overcoming biases inherent in decision-making processes and lead to wiser decisions more reflective of citizen's views, and therefore more beneficial to both Tribal members and their elected and appointed Tribal officials.

Needs of Tribal Sub-structure Organizations

Various committees, agencies, departments, enterprises, programs and organizations on the Reservation are an important source of information on the needs and opportunities of the Tribe. Their reports both verbally and written that are given to the Tribal Council provide a view of the Reservation and its ability to improve that cannot be obtained from any other source. Since they are all established to function in specific areas of operation, their involvement in the process is critical, and because they are asked to formulate and administer programs to meet needs identified in the process, their support is essential.

Summary of Overall Needs

As a result of the data gathering, problem identification and analysis of activities of the Tribe, needs assessments are prepared and printed in reports. These reports represent an arsenal of information which can be used as the basis for all future program decisions by the Tribal officials for overall economic development.

b. Program Development, Adoption and Implementation

By understanding what facilities and services are in existence and those the "public" is interested in having added, the Planning

Board can then review and identify the types of actions that will, or can be, used to satisfy the need, and effectively make recommendations to the Tribal Council for decision to implement.

Program Development

The inventive process of the program development takes advantage of the creativity and ingenuity of the Tribal Planning and Development staff. It also draws on professional support and judgment of Reservation citizens who are ultimately the ones who are effected by program decisions. The concluding elements of the process; implementation, monitoring and evaluation are based on a comprehensive definition of "what is to be performed", "how" and "why". The concept of programming by objective is the specific strategy used by the Tribe to accomplish one or more closely related objectives utilizing a combination of manpower, materials and facilities.

Program Adoption

The formal adoption of the economic development policies by Tribal officials is their ultimate expression of political leadership and accountability for advancing the well-being of the Reservation and its citizens. These adopted development policies are therefore built around (1) Tribal policies which clearly point in the direction in which the Eastern Band of Cherokee Indians need to move and (2) a planning process which is capable of organizing and evaluating the means for getting there.

Implementation

Tribal decision about the allocation of resources is the visible act of Tribal government authority which determines who gets what, when, where, and why. Quality information and adequate

analysis and debate are the essential elements the Tribal officials use to decide what, if anything, should be done about the needs and opportunities of the Reservation.

c. Monitoring and Evaluation

The basic premise behind the monitoring and evaluation portion of the program process is that Tribal government, like business, produces a product or service. That product or service is the result or output of the usage of manpower, materials and facilities. The acceptability of the product or service whether the Tribal members are satisfied with it or whether it achieved its intended results, is the impact of the Tribal government.

Monitoring

As each Tribal sub-structure organization carries out its assigned programs and projects, it must meet certain deadlines and stay within specified expenditure forecasts. Primary responsibility for monitoring performance against these guideposts rests with the organization directors themselves. Instead of relying on the complaints of Reservation citizens as a means of monitoring, the common method used by the Tribe searches for problems and needs before the Tribe's citizens are severely affected and it seeks out the reasons for these problems.

Evaluation

The evaluation process is an extension of the program development process. In program development, the two major concerns are for programming and objective setting. In evaluation, the Tribe's two major concerns are for translating objectives into measurable criteria and for developing a means of carrying out the measurement process. Once this has been accomplished, an objective assessment of program accomplishments is possible.

Evaluation of Program Impact

Evaluation provides the type of information needed to determine whether the results achieved reflect the Tribal government's policy and program intent. (If they do not, evaluation helps the citizens and Tribal officials to understand why policies, programs and projects failed to meet expectations.)

The program used by the Cherokees permits citizens and the Tribal government to grapple with planning and development issues in a creative and positive manner. The needs assessment activities involving Tribal citizens, organization heads, and elected and appointed Tribal officials encourages constructive criticism of all matters of public concern. As the on-going process continues, each time the Tribe reassesses the needs and opportunities, those which do not reappear due to activities of the program, or appear in lesser degree, are those quantifiable elements that determine the impact of the Overall Economic Development Program.

APPENDICES

- A. 1889 Cherokee Charter and 1897 Amendment (Chapter 211, Private Laws of North Carolina, 1889)
- B. Environmental Considerations
- C. Excess Property Considerations

APPENDIX A.

1889 Cherokee Charter and 1897 Amendment (Chapter 211,
Private Laws of North Carolina, 1889)

Section 1. That the North Carolina or Eastern Cherokee Indians, resident and domiciled in the counties of Jackson, Swain, Graham and Cherokee, be and the same are hereby created and constituted a body politic and corporate under the name, style and title of "The Eastern Band of Cherokee Indians," with all the rights, franchises, privileges, and powers incident and belonging to corporations under the laws of the State of North Carolina.

Section 2. That "The Eastern Band of Cherokee Indians", by that name and style, be and they are hereby authorized and empowered to sue and implead in law or in equity in all the courts of the land touching and concerning all the property of whatever nature held in common by the said North Carolina or Eastern Cherokee Indians held in the said counties; and that the said "Eastern Band of Cherokee Indians," by that name and style, can and may be sued and impleaded in all courts in the land touching and concerning the said property held as aforesaid in said counties.

Section 3. That in all cases where the State of North Carolina has heretofore issued any grant to any person or persons for any of the land hold as aforesaid by the said Eastern Cherokee Indians and under whom the said Indians claim title, as also all deeds made by commissioners of the State for what is known as "Cherokee lands", to any person or persons for any of the land held as aforesaid in said counties by said Eastern Cherokee Indians, and under whom the said Eastern Cherokee Indians claim title, such

grants and deeds are hereby declared valid as against the State.

Section 4. That in all cases where titles or deeds have been executed to the said "Eastern Band of Cherokee Indians", or any person or persons in whatever capacity in trust for them under that name and style by any person or persons, either collectively, individually, officially or in any capacity whatever, such deeds or titles are hereby declared valid against the State and all persons or any person claiming by, through or under the State by virtue of any grant dated or issued subsequent to the aforesaid deeds or titles to the said "Eastern Band of Cherokee Indians".

Section 5. That in case any person or persons now claiming any part of the lands described in the preceding sections adversely to the said Indians, under colorable title or titles, shall be sued by reason of such adverse claim or any possession under such colorable title or titles, this act shall not be used in evidence on either side, nor shall it in any way prejudice the rights of either party, but such suit or suits shall be determined as if this act had not been passed.

Section 6. That this act shall take effect from and after its ratification. Ratified the 11th day of March, A.D., 1889.

Chapter 207

An Act to Correct and Amend Chapter 166, Private Laws of 1895
Entitled "An Act to Amend Chapter 211, Laws 1889, Related to
the Charter of Eastern Band of Cherokee Indians.

The General Assembly of North Carolina do enact:

That Chapter 166, private laws of 1895, entitled "an act to amend Chapter 211, laws of 1889, relating to charter of Eastern Band of Cherokee Indians", be amended and corrected so as to read as follows:

Section 1. That the officers of said corporation shall consist of a principal chief, assistant (or vice) chief, and for the present twelve (12) members of council as follows:

From Yellowhill Settlement in Swain County, two members; from Big Cove Settlement in Swain County, two members; from Birdtown Settlement in Swain and Jackson, two members; from Wolfetown Settlement in Jackson County, two members; from Painttown Settlement in Jackson County, two members; from Cheoah Settlement in Graham County, two members; also a secretary, interpreter, marshal of the band and other officers as hereinafter provided.

Section 2. That the principal chief, assistant (or vice) chief and members of the Council shall be elected to their respective offices by the male and female members of the Eastern Band of Cherokee Indians, who have attained the age of eighteen (18) years; and who have been residents for ninety days next preceding the date of an election in the district in which he or she votes; and all other officers are to be appointed by the Council as hereinafter provided; that the term of office of the principal and assistant chief shall be four (4) years and that members of council two (2) years, and all other officers elected by the council shall hold until the first annual or grand council held after the election for members of council, and all officers of said corporation shall hold until their successors are duly qualified.

Section 3. That the election for principal chief and assistant (or vice) chief, shall be held on the first Thursday and in September next, and every four years thereafter, under such rules and regulations as may be prescribed by the Council.

Section 4. That the election for members of council shall be held on the first Thursday in September, eighteen hundred and ninety-five (1895) and each two years thereafter, under the same rules and regulations as are prescribed by the Council for the election of principal and assistant chief.

Section 5. That the Council shall, sixty (60) days preceding the election held for members of council, appoint two judges for every Indian town and settlement that is entitled to a member of council, who shall hold the elections for such town and settlement, and shall certify the results of the name under such rules and regulations as may be prescribed by the council, to the next succeeding annual or grand council, PROVIDED, however, that the candidates for principal and assistant chief, who shall have received a majority or plurality of the votes cast by the Band, shall be declared by the said annual council to be the duly elected principal chief and assistant chief for the term of four (4) years, and the members of council who shall be certified by the said judges of election to be elected for that town or settlement shall be the duly elected members for the same, and shall hold their offices for the term of two years.

Section 6. There shall also be an executive council, which shall consist of the principal chief, assistant (or vice) chief, and one associate, who shall be appointed by the principal chief and confirmed by the Council, who shall receive the same compensation as is hereinafter provided for members of council.

Section 7. That the principal chief shall receive as a compensation for his services such sum as may be fixed by the council,

not to exceed the sum of two hundred fifty (\$250.00) dollars per annum, and the assistant chief such sum as may be fixed by the council; not to exceed the sum of one hundred twenty-five (\$125.00) dollars per annum and they shall receive such traveling expenses as may be authorized or approved by the council, and the members of the council shall receive as compensation for their services the sum of two (\$2) dollars per day for such time as they may be necessarily in session, and all other officers shall receive as compensation for their services such sums as may be provided by the council.

Section 8. That hereafter there shall be elected from each town or settlement of one hundred souls two (2) members of council and one (1) extra member in excess of two hundred (200) souls, and for less than one hundred (100) still one (1) member. In defaults of an election being held in any town or settlement entitled to a member of council, the people may send a delegate to the councils, and petition through him and make known their wants; but such delegates shall have no vote in the council.

Section 9. That the seat of government of the Eastern Band of Cherokee Indians shall be at Cherokee Council Grounds, Swain County, North Carolina, until changed by the council.

Section 10. That there shall be an annual or grand council held on the first Monday in October of each and every year, and in cases of emergency the principal chief can call a special council, but no business can be transacted in either annual or special council unless a quorum of the members shall and a

chairman, vice-chairman and be present which shall consist of a majority of the members of council elected at the last preceding election.

Section 11. The annual council shall be called to order by the assistant chief, clerk be elected, who shall receive as a salary for their services such sums as may be fixed by the council, and shall hold their offices until the next annual council; Provided, that all officers elected or appointed by the council shall hold during the pleasure of the council, and for failure to perform their duties may be removed by said council, and others elected in their stead. In the absence or through the neglect of the assistant chief to organize the same, and after an organization is affected the chairman shall call special councils to order and preside over the same, or in his absence the vice-chairman, but the chairman shall have no vote except in the case of a tie vote, when he shall vote yea or nay on all matters.

Section 12. That all acts of council, resolutions, etc. shall be signed by the chairman and the clerk and counter-signed by the chief, and certified to by the secretary, and that the agent appointed by the general government to supervise the schools or affairs of the Eastern Band of Cherokee Indians, shall be, and is hereby made, ex-officio, by virtue, of his office, secretary to the same in all respects; provided, however, that if such agent fails to act, the council may elect a secretary.

Section 13. That the chief shall have the power to veto all acts and resolutions, etc., of council but his veto shall not prevail against a two-thirds vote of the council.

Section 14. That the principal chief shall from time to time give information as the state of affairs of the band, and recommend such measures as he may think expedient, and he shall also make an effort to see that the rules and regulations of the council are faithfully executed, and shall visit the different towns and settlements at least once in every two (2) years.

Section 15. That in case of death, resignation or disability of the principal chief, the assistant (or vice) chief shall become the principal chief until removal or disability or his successor be elected; or in case of death, resignation or disability of assistant (or vice) chief, the council may elect until removal or disability or his successor be elected.

Section 16. That in case of death, resignation, or disability of any member of council a new member shall be elected by such town or settlement, under such rules and regulations as may be prescribed by the council.

Section 17. No person shall be eligible to the office of principal or assistant chief under the age of thirty-five (35) years and who is not at least one-half ($1/2$) Eastern Cherokee blood, nor shall any person be eligible to hold the office of member of the council under twenty-one (21) years of age, and who is not at least one-sixteenth ($1/16$) Eastern Cherokee blood.

Section 18. No person shall ever be eligible to any office or appointment of honor, profit, or trust who shall have aided, abetted, counselled, or encouraged any person or person guilty of defrauding the Eastern Band of Cherokee Indians, or who may

hereafter aid or abet, counsel or encourage any pretended agent or attorneys in defrauding the Eastern Band of Cherokee Indians. Neither shall any person be eligible to such office, etc., that has been convicted of a felony or who denies the existence of a God or a future state of rewards and punishments. Free exercise of religion, worship and manner or serving God shall be forever enjoyed, but not construed as to excuse acts of licentiousness.

Section 19. That the principal chief, before entering on the duties of his office shall take the following oath before some officer authorized to administer oaths: I do solemnly swear (or affirm) that I will faithfully execute the duties of principal chief of the Eastern Band of Cherokees, and will, to the best of my ability, preserve, protect and defend the constitution and laws made for their government. And the council, before entering upon their duties, shall take the following oath before some officer authorized to administer oaths, to wit: I, A.B. do, solemnly swear (or affirm) that I have not obtained my election or appointment, as a member of this council by bribery or any undue or unlawful means or frauds, that I will support the constitution and laws of the State of North Carolina and that in all measures which may come before me I will so conduct myself as in my judgment shall appear most conducive to the interests and prosperity of the Eastern Band of Cherokees, and all other officers shall take such oaths as prescribed by the council.

Section 20. No money shall be paid out except upon the warrant of the principal chief, authorized by an act of council, and the treasurer of the said corporation shall give a bond for the

faithful performance of his duties as such treasurer in double the sum of money that passes through his hands, and shall render a statement of all monies received and disbursed by him at each annual council, and oftener if required to do so by the principal chief.

Section 21. That any officer of the Eastern Band of Cherokee Indians who has violated his oath of office, or has been guilty of any offense making him ineligible to hold said office, may be impeached by a two-thirds (2/3) vote of the council.

Section 22. That the council of the Eastern Band of Cherokee Indians shall direct the management and control of all property, either real or personal belonging to the Band as a corporation; but no person shall be entitled to the enjoyment of any lands belonging to the Eastern Band of Cherokee Indians as a corporation or as a tribe or any profits accruing therefrom, or any monies which may belong to said Band as a corporation or as a tribe, unless such person be of at least one-sixteenth (1/16) of Eastern Cherokee blood, and in case that any money derived from any source whatever, belonging to the Eastern Band of Cherokee Indians, shall be distributed among the members thereof, the same shall be divided per capita among the members entitled thereto.

Section 23. That the said Eastern Band of Cherokee Indians is hereby fully authorized and empowered to adopt by-laws and rules for the general government of said corporation, governing the management of all real and personal property held by the Eastern Band of Cherokee Indians as a corporation or as a tribe, and direct and assign among the members thereof homes in the

Qualla Boundary and other land held by them as a corporation or as a tribe, and is hereby vested with full power to enforce obedience to such by-laws and regulations as may be enacted by the council, through the marshal of the Band.

Section 24. That as the County authorities of Jackson, Swain, Graham and Cherokee Counties make no provision for the support of the poor, nor provide free schools for the children of the Eastern Band of Cherokee Indians, the male members of said Band in said counties, shall be exempt from the payment of any poll tax, or if said poll tax should be collected, the same shall be paid over by the proper officers of said counties to the council of the said Eastern Band of Cherokee Indians, to be used by said Band for educational purposes.

Section 25. That a decree which the Attorney General of the United States caused to be entered on October fifteenth one thousand eight hundred and ninety-four (1894), in the circuit court of the United States for the Western District of North Carolina, in the two suits, respectively; the Eastern Band of Cherokee Indians v. William H. Thomas, et. al., and the United States v. William H. Thomas, et. al., by which the title to the Qualla Boundary of land was vested in the Eastern Band of Cherokee Indians in fee as a corporation, as created by the act of Assembly as aforesaid be and is hereby ratified and confirmed, and that said Indians, as such corporation are also authorized to hold title in fee to the several tracts of land conveyed in what is known as the "Sibbald Deed", executed August fourteenth, eighteen hundred and eighty (1880) by William Johnson, et. al., to the Commissioner

of Indian Affairs, as trustee for the Eastern Band of Cherokee Indians and that section seven hundred and one (701) of Chapter sixteen (16) of the code, entitled "Corporations" so far as the same applies to this act, be and the same is hereby repealed.

Section 26. That the organization had and the by-laws passed by the Eastern Band of Cherokee Indians on December thirteenth (13) eighteen hundred and eighty nine (1889) in pursuance to the act of incorporation aforesaid, be and is hereby ratified and confirmed, and all acts and resolutions of council and contracts made by the said council, in pursuance to said organization, not inconsistent with the constitutions and laws of North Carolina, is hereby validated; and that all acts and resolutions of council passed by the Band in pursuance of chapter one hundred and sixty six (166), private laws of eighteen hundred and ninety-five (1895) whether said acts and resolutions by countersigned by the assistant (or vice) chief of said Band or not, be and are hereby validated.

Section 27. All deeds executed by the Eastern Band of Cherokees shall be under the corporate seal and acknowledged as deeds of corporate bodies are acknowledged under the laws of this state.

Section 28. That whenever it may become necessary, in the opinion of the council, to appropriate to school, church or other public purposes, for the benefit of the Band, any of the lands owned by the Eastern Band of Cherokee Indians, as a corporation or tribe, and occupied by any individual Indian or Indians of the Band, the council may condemn such land for the aforesaid purposes only by paying to the occupant of such land the value

of such improvements and betterments as he may have placed or caused to be placed thereon, and the value of such improvements or betterments shall be assessed by a jury of not less than six competent persons, who are members of the Band, to be summoned by the marshal of the Band, under such rules and regulations as may be prescribed by the council; Provided, that either party to such condemnation proceedings may appeal from the judgment rendered therein without bond to the superior court of the county in which such lands lie, but such appeal shall not stay execution, and the judge of the superior court to which such appeal is taken may, in his discretion, require, either party to give such bond, either before or pending such trial, as he may deem fair and reasonable.

Section 29. That the marshal of the Band shall execute, serve and carry into effect all orders, process and acts of the council affecting the rights, interests and affairs of the Band as a corporation, under such rules and regulations, and such fees and salary, as may be prescribed by the council, but the sheriff shall execute all papers and serve orders and process of the superior court in which any trial may be had.

Section 30. That all laws and clauses of laws in conflict with this act be and the same are hereby repealed.

Section 31. That this act shall be in force from and after its ratification.

Ratified the 9th day of March A.D. 1897.

APPENDIX B.

Environmental Considerations

Before the preparation of this Overall Economic Development Plan had begun, under separate cover, an Environmental Reconnaissance Inventory for the Eastern Band of Cherokee Indians was completed. It included: (1) the environmental frame, (2) geological characteristics, (3) hydrologic components, (4) important resources and amenities which should be preserved, (5) erosion and sedimentation, (6) archaeological remains, (7) early history, and (8) vascular plants. Other preparatory studies completed were the Population and Economy and the Land Use Analysis and Initial Housing Study. The Land Use Analysis covered the areas of (1) land use classifications, (2) physical development, (3) soils, (4) forest, and (5) floods. These preliminary works formed the foundation upon which this OEDP could be developed with compatibility and consideration of the various environmental factors.

It should be pointed out that this is a generalized plan and that the impact on the environment will fluctuate greatly according to the kind and degree of development even within the scope of the plan.

There are environmental impacts both beneficial and adverse which will occur if this plan is adopted. Each of these is discussed in a summary which follows.

There are two alternatives to a Development Plan for the Cherokee Indian Reservation - (1) Laissez-faire--let development occur as it may. The adverse impacts from this policy would far outweigh the impacts. "Zones of conflict" and land incompatibility

would occur, and pollution and erosion would increase. Almost all of the adverse impacts mentioned in the following sections would be magnified. (2) No growth policy--The physical environment would certainly be preserved but the Tribe's economic and social condition would stagnate and perhaps become regressive. On a short-term basis, such a policy might look good but on a long-term basis (20 years and beyond) outside circumstances would begin to adversely affect the Cherokee Reservation.

In addition, it should be pointed out that this plan alone will have no impact on the environment. The impacts will occur when Tribal policies, citizen participation, zoning, subdivision regulations, codes, and the like are applied in conjunction with the plan to create the guidelines for economic development.

Benefit vs. Losses

A. Land and Climate

Depending on the proposed use of the land, some areas of Cherokee will become more developed, some will have open space and natural vegetation, hence, the capacity for erosion will be increased in some areas and decreased in others. This plan proposes that all land on greater than 20 percent slopes not be developed extensively and controlled growth within flood plains. There are no effects on the climate as a result of this plan.

B. Vegetation, Wildlife and Natural Areas

Vegetation, wildlife and natural areas will be preserved in areas planned for non-urban type growth. In areas of intense development their chances of survival are lessened.

C. Surrounding Land Use and Physical Character of the Area

Mixed or non-conforming land uses will be avoided and densities will be planned according to supportive natural and man-made potential.

D. Infrastructure

Demand for water supply will be increased in areas of urbanization as well as in some natural or undeveloped areas. Sanitary and solid waste will accumulate to a greater degree in urban growth areas and will decrease in non-urban areas. Transportation facilities, storm drainage, and energy consumption may increase in urban growth areas and decrease in areas of preservation or open space.

E. Pollution

The extent of pollution such as smog, dust, odors, smoke, noise, and water will concentrate to a greater degree in areas of urbanization and may even effect non-urban areas. Areas of open space will often be free from pollutants such as noise.

Existing Social Environment

A. Community Facilities and Services

The demand for community facilities and services will increase in areas of heavy density.

B. Employment Centers and Commercial Facilities

Such facilities will be separated from places of residence where possible. Poor neighbors (industry and residential) will have greater separation if the plan is adopted, thus improving, in some cases, the compatibility of areas.

C. Character of Community

The socio-economic character of localized communities may change. Centralization and separation of land uses tends to create more communal use of facilities. Additional industry would improve the overall standard of living.

Aesthetic Environment

This plan will attempt to preserve the good amenities of the Reservation and will attempt to eradicate bad amenities. The planned Cherokee Reservation, as a whole, will preserve natural and scenic beauty, wildlife, vegetation, soils, water, historic sites, and archaeological or architectural sites or property. A planned locality will tend to concentrate development in areas where water, sewer, and other community facilities are/or can be available.

APPENDIX C.

Excess Property Considerations

Under the policy of EDA, the use of excess property by grantees is justified only when such use will serve to reduce the cost of the grant or expand the ability of the grantee to fulfill the mission of the grant.

Of the tangible personal property available for use by grantees, none to date has been requested due to the nature of the EDA funded projects thus far on the Eastern Cherokee Reservation. However, any future projects that could be benefited by the use of "Excess Property", formal requests will be submitted, along with required assurances.

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